UNITED
NATIONS

CEDAW

Convention on the Elimination of All Forms of Discrimination against Women

Distr.
GENERAL

CEDAW/C/MEX/5
1 December 2000
ENGLISH
ORIGINAL: SPANISH

COMMITTEE ON THE ELIMINATION OF
DISCRIMINATION AGAINST WOMEN

CONSIDERATION OF REPORTS SUBMITTED BY STATES PARTIES UNDER ARTICLE 18 OF THE CONVENTION ON THE ELIMINATION OF ALL FORMS OF DISCRIMINATION AGAINST WOMEN

Fifth periodic report of States parties

MEXICO*

---

* The present document is being issued without formal editing. For the initial report submitted by the Government of Mexico, see CEDAW/C/5/Add.2; for its consideration by the Committee, see CEDAW/C/SR.13 and CEDAW/C/SR.17 and *Official Records of the General Assembly, Thirty-ninth Session, Supplement No. 45* (A/39/45), vol. I, paras. 67-89; for the second periodic report submitted by the Government of Mexico, see CEDAW/C/13/Add.10 and CEDAW/C/13/Add.10/Amend.1; for its consideration by the Committee, see CEDAW/C/SR.163 and *Official Records of the General Assembly, Forty-fifth Session, Supplement No. 38* (A/45/38), paras. 350-369; for the third and fourth reports submitted by the Government of Mexico, see CEDAW/C/MEX/3-4 and CEDAW/C/MEX/3-4/Add.1; for its consideration by the Committee, see CEDAW/C/SR.376 and 377 and *Official Records of the General Assembly, Fifty-third Session, Supplement No. 38* (A/53/38), paras. 354-427.

Contents

		Page
INTRODUCTION		3
GENERAL DEMOGRAPHIC INFORMATION		4
PART I.	RESPONSES OF THE GOVERNMENT OF MEXICO TO THE RECOMMENDATIONS OF THE COMMITTEE ON THE ELIMINATION OF DISCRIMINATION AGAINST WOMEN CONCERNING THE COMBINED THIRD AND FOURTH REPORTS OF THE GOVERNMENT OF MEXICO	5
PART II.	ADVANCES ACHIEVED AND ACTIONS IMPLEMENTED BETWEEN FEBRUARY 1998 AND OCTOBER 2000 REGARDING THE IMPLEMENTATION IN MEXICO OF THE 18 ARTICLES OF THE CONVENTION ON THE ELIMINATION OF ALL FORMS OF DISCRIMINATION AGAINST WOMEN	37
PART III.	IMPLEMENTATION IN MEXICO OF THE PLATFORM FOR ACTION ADOPTED AT THE FOURTH WORLD CONFERENCE ON WOMEN, AND RECOMMENDATIONS OF GOVERNMENTAL ORGANIZATIONS AND CIVIL SOCIETY REGARDING IMPLEMENTATION OF THE CONVENTION	173
ANNEX.	MIGRATION OF MEXICAN WOMEN TO THE UNITED STATES, 1998-2000	197

/...

INTRODUCTION

1. Mexico ratified the Convention on the Elimination of All Forms of Discrimination against Women in 1981, the year in which the Convention entered into force.

2. In accordance with Article 18 of the Convention, Mexico submitted its first report in September 1982. That report was examined in 1983. The second report was examined in 1990, and the third report was submitted for the consideration of the Committee of Experts in 1993. However, because the Committee was unable to review this third report over the next two years, Mexico was asked to submit the third and fourth reports in combined form. The Government of Mexico therefore submitted the combined third and fourth reports in 1997, and appeared before the Committee in their regard on 30 January 1998.

3. Under the timetable set out in the Convention, the fifth periodic report should have been submitted to the Secretary-General of the United Nations in September 1998. However, in view of the fact that the third and fourth reports had only recently been submitted, and since implementation of the Declaration and Platform for Action adopted at the Fourth World Conference on Women in 1995 had only recently been evaluated, the Government of Mexico thought it advisable to wait until that whole process was completed. The Government's purpose in this regard was to facilitate the compilation of statistics that were more comprehensive, as well as more realistic and more specific, regarding the actions and programmes under way for the implementation of the provisions of the Convention.

4. Mexico's fifth periodic report on the implementation of the Convention on the Elimination of All Forms of Discrimination against Women, presented herewith, therefore covers the period between February 1998 and October 2000. The report was prepared by the Ministry of Foreign Affairs and the Coordinating Office of the National Commission for Women, on the basis of information provided by various government agencies either specifically for this fifth report or for the progress reports regarding the National Programme for Women. The preliminary document was examined by various non-governmental agencies, which made a number of observations and comments that were either incorporated in the main text of the report or set out in Part III.

5. Mexico's fifth periodic report on implementation of the provisions of the Convention on the Elimination of All Forms of Discrimination against Women includes information on the programmes and policies adopted by the Government of Mexico and on the programmes and actions developed jointly by government agencies and non-governmental organizations under the National Programme for Women 1995-2000, as well as on the activities and programmes implemented directly by Mexican non-governmental organizations.

6. The fifth periodic report of Mexico consists of three parts. Part I contains the responses of the Government of Mexico to the recommendations of the Committee for the Elimination of Discrimination against Women regarding Mexico's combined third and fourth reports (recommendations contained in document A/53/38/Rev.1). Each of the Committee's recommendations and suggestions is cited

/...

together with the number of the paragraph in which it appears in the aforementioned document.

7. Part II describes the progress made and actions implemented between February 1998 and October 2000, with regard to the implementation in Mexico of the 18 articles of the Convention on the Elimination of All Forms of Discrimination against Women.

8. Part III gives information regarding the Critical Areas of Concern of the Beijing Platform for Action with respect to women and the girl child and the environment, as well as the participation of the non-governmental sector, taken from the Summary of Mexico's Report on the Implementation of the Platform for Action adopted at the Fourth World Conference on Women, which has not been incorporated into Part II of this report, as well as the recommendations made by government agencies and civil society regarding the implementation of the Convention.

9. Lastly, the Annex presents a range of sociodemographic characteristics for Mexican women who have emigrated to the United States over recent years.

GENERAL DEMOGRAPHIC INFORMATION

10. According to the preliminary results of the 2000 National Population Census, there were 97,361,711 people living in the Republic of Mexico on 14 February 2000.

11. The Censuses of 1990 and 2000 show that Mexico's population rose by around 16.1 million people, at an average annual rate of 1.9 per cent, over the past decade, rising at an average annual rate of 2.1 per cent between 1990 and 1995, and falling at an average annual rate of 1.6 per cent during the last five years. As a result of this population increase, Mexico is now the eleventh most-highly populated nation in the world.

12. At present, 74.7 per cent of Mexicans live in towns of more than 2,500 inhabitants, and are therefore regarded as belonging to the urban population.

13. Of Mexico's total number of inhabitants, around 47.4 million are male and 50.0 million female, which means that there are 95 males to every 100 females. In 1990, there were 97 males to every 100 females. This would suggest that the lower number of males currently observed is partly the consequence of migration abroad, which is a predominantly male phenomenon.

14. With the exception of three federal states - Quintana Roo, Baja California Sur and Baja California - women outnumber men in all parts of the country.

15. The states with the highest proportion of women relative to men are Michoacán, Guanajuato and the Federal District, where there are fewer than 92 men to 100 women. This is due primarily to migratory flow patterns, which differ for each gender.

PART I

RESPONSES OF THE GOVERNMENT OF MEXICO TO THE RECOMMENDATIONS OF THE COMMITTEE ON THE ELIMINATION OF DISCRIMINATION AGAINST WOMEN CONCERNING THE COMBINED THIRD AND FOURTH REPORTS OF THE GOVERNMENT OF MEXICO

> 401. The Committee encourages Mexico to allow women's non-governmental organizations to participate in the implementation of the Convention.

16. As the Committee for the Elimination of Discrimination against Women has been informed, the Federal Government's main programme tool for the promotion of equality between men and women, as well as women's full enjoyment of basic rights and freedoms, is the National Programme for Women: Alliance for Equality 1995-2000 (PRONAM).

17. In terms of institutions, PRONAM has provided for the participation of representatives of non-governmental organizations in the implementation of its provisions, through the Consultative Board and the Social Monitoring Board of the National Programme for Women 1995-2000. These auxiliary bodies for the execution of the programme include representatives of various sectors of society, including non-governmental organizations and women's groups.

18. The functions of the Consultative Board are to encourage and promote the participation of all sectors involved in PRONAM activities; to contribute to the promotion of joint work by governmental institutions, as well as social organizations, academic organizations, and organizations of civil society; to support the strengthening of women's organizations and organizations working for the benefit of women; and to monitor the implementation of the objectives established under the programme.

19. The Social Monitoring Board, for its part, is responsible for monitoring the implementation of PRONAM, with a view to ensuring that the activities and goals undertaken are duly carried out; for proposing measures enabling any deviations from specific projects to be corrected and with monitoring their execution; for developing mechanisms to promote the strengthening and modernization of the agencies participating in the programme; and for promoting procedures for the evaluation of the quality of services provided under women's programmes.

20. Both agencies - the Consultative Board and the Social Monitoring Board - have studied the various international instruments to which Mexico is a State party, and especially those that have a particularly strong influence on the situation of women, with a view to performing the tasks assigned to them as effectively as possible.

21. Lastly, we wish to inform the Committee of the fact that, due to the very dynamic of the theme of women and to the fact that it has been introduced onto the national agenda mainly thanks to the impetus of the women's movement (much as it has in the rest of the world), a number of very positive alliances have been formed between the governmental and non-governmental sectors, with beneficial results, especially regarding efforts to combat violence against women. To exclude non-governmental agencies from the definition, implementation and evaluation of public policy in Mexico would not only be virtually unthinkable, it would also imply the loss of a valuable source of experience for fieldwork.

> 402. The Committee recommends that, despite the structure of the Federal Government, the constitution and the Convention of Belém do Pará should be implemented throughout the country in order to speed up legal change in all states, and requests the Mexican Government to provide, in its next report, information on the measures it has taken in that regard.

22. The Political Constitution of the United Mexican States limits the areas in which the Congress of the Union may legislate, and many matters thus fall under the responsibility of state legislatures, including some matters that are fundamental to the protection of gender rights, such as regulations governing the family and the civil life of the individual, and criminal laws governing common crimes (including injury, homicide, abduction, rape, and other violent acts, of which women are the primary victims).

23. In accordance with Mexican law, the President of the Republic called, on 8 March 1998, for an acceleration in the process of modernizing states' legislation, in an effort to promote their efforts to assimilate the reforms implemented at a federal level. The President then declared that the Federal Government must call upon state governments to help promote its commitment to encourage the said legislative modernization.

24. In addition, the President of the Republic announced, as one of the guidelines for the implementation of the National Programme for Women, for the year 1998-1999, the ratification of the Inter-American Convention on the Prevention, Punishment and Eradication of Violence Against Women, or Convention of Belém do Pará.

25. In compliance with those guidelines, the Consultative Board summoned the secretaries-general of the states and the Federal District to a working meeting, held on 22 April 1998. The meeting represented a response to the need for each state to undertake a detailed and thorough revision of the legislative framework, based on a study prepared by the National Human Rights Commission, entitled Comparison of federal and local regulations containing provisions related to women and children and the Convention on the Rights of the Child. The study contains proposals for legislative reforms at the federal and local levels, designed to safeguard the full legal equality of men and women and to provide effective protection for children. The Committee was informed of this study during its consideration of Mexico's combined third and fourth reports.

26. In response to, and in support of this process, the National Commission for Women (CONMUJER) held a workshop entitled How to Legislate from a Gender Perspective. The workshop enabled the Commission and the country's legislators to consider the kind of legislation that would be required in terms of safeguarding both the rights of women and the girl child and the proposed reforms.

27. In an effort to keep the public informed about the debates in the Congress of the Union concerning the initiative to amend the aforementioned laws, CONMUJER published transcriptions of the debates in a volume entitled Ni una vez mas! Memorias de una jornada legislativa ("Never again! Notes from A Day in the Legislature"), the second edition of which appeared in July 1998.

/...

28. This process was reinforced in March 1998, with the creation of the Women's Parliament by the Equity and Gender Commissions of the Chamber of Deputies and Senate of the Congress of the Union. The committees' intention in setting up the Parliament was to create a forum for analysis and debate of matters of interest to Mexican women, and to help promote laws, programmes, and public policies concerning women, as well as to strengthen equality in relations between women and men, notably in relation to violence against women. The Women's Parliament, which in August 1998 became a Bicameral Commission of the Congress of the Union, met in March 1999 and March 2000.

29. The Senate Equity and Gender Commission produced an anthology entitled Women in Mexican Legislation, which includes those elements of Mexican positive law, and of international conventions and treaties signed by Mexico, that relate to women. It has also held working meetings with heads of departments of the Federal Executive responsible for programmes affecting women. For its part, the Equity and Gender Commission of the Chamber of Deputies has passed amendments to criminal and civil law regarding domestic violence. It has also examined Mexico's budget from a gender perspective, and promoted and focused attention on women's demands. The two committees have also agreed to promote a culture of respect and dignity toward women (placing special emphasis on systems for procuring and administering justice) and to participate in the reform of labour law.

30. On 3 December 1998, federal and local legislators agreed to promote the revision and drafting of draft amendments aimed at defining domestic and sexual violence for federal agencies.

31. Furthermore, the Government of Mexico officially ratified the Convention of Belém do Pará on 12 November 1998. The Convention entered into force in Mexico on 12 December the same year. The Decree enacting the Convention was published in the Diario Oficial of the Federation on 19 January 1999.

> 403. The Committee recommends that the Mexican Government continue its efforts to reduce poverty among rural women, particularly indigenous women, and to work together with non-governmental organizations, making special efforts to promote education, employment and health programmes conducive to the integration of women into the development process, both as beneficiaries and as protagonists. In view of the relatively high growth levels of the Mexican economy that have been mentioned, the Committee would welcome a more equitable redistribution of wealth among the population.

32. Mexican Government programmes designed to overcome poverty focus in particular on disadvantaged population groups, especially those living in the country's most economically and socially backward regions. The Programme to Overcome Poverty 1995-2000 represents the main instrument for the coordination of efforts directed toward this purpose.

33. In this context, the social policy promoted by the Federal Executive is implemented via the Ministry of Social Development (SEDESOL), through a number

/...

of different strategic approaches, which recognize that men and women experience poverty in different ways. In this respect, efforts are made to promote productive activities that facilitate job creation and are conducive to the creation of conditions that are more favourable in terms of the effective exercise of social rights and equal opportunity between different people and different regions. More detailed information about these activities may be found in Part II of this report.

> 404. The Committee suggests that Mexico evaluate areas, such as the private sector, that are not covered by affirmative action and, in its next report, submit a consolidated evaluation of all affirmative-action initiatives.

34. Part II of this report outlines the affirmative-action initiatives adopted.

> 405. The Committee proposes that, in its next report, Mexico should provide more information about existing mechanisms to enable women to seek redress from the courts on the basis of the Convention.

35. As the Committee was informed in the combined third and fourth reports, Article 133 of the Political Constitution of the United Mexican States stipulates that the "Constitution, the laws of the Congress of the Union which emanate therefrom, and all treaties made, or which shall be made in accordance therewith by the President of the Republic, with the approval of the Senate, shall be the supreme law throughout the union. The judges of every state shall be bound by the said Constitution, laws and treaties, notwithstanding any contradictory provisions that may appear in the constitutions or laws of the states."

36. In this respect, as expressed in its Opinion P. 77/99, published in Volume 10, of November 1999, of the Judicial College of the Federation and its Gazette, Mexico's Supreme Court of Justice considered that international treaties held a position of secondary importance, immediately beneath the Political Constitution of the United Mexican States, but above Federal and local laws. This interpretation of the Constitution's Article 133 derives from the fact that such international commitments are made by the Mexican State as a whole, and are therefore incumbent upon all state authorities. Congress has accordingly empowered the President of the Republic to sign international treaties in his function as Chief of State and, in the same way, has empowered the Senate to act as representative of the will of federal authorities.

37. By virtue of that constitutional precept, the Convention on the Elimination of All Forms of Discrimination against Women, which was adopted by the United Nations General Assembly on 18 December 1979, signed by Mexico on 17 July 1980, ratified on 23 March 1981 and published in the Diario Oficial of the Federation on 12 May 1981, forms part of supreme law throughout the union. Its implementation is mandatory at the federal level.

38. Since that year, internal regulations introduced have been consistent with the international instrument, whose appeals procedures are determined by ordinance, and may even include recourse to the right of protection.

39. These legislative efforts to adapt the country's law have recently been stepped up, at the request of Government authorities.

40. Furthermore in 1990, a petition for divorce was upheld on the basis of the Convention, establishing a woman's right to determine the equal distribution of family property, and thus recognizing the contribution made by domestic labour toward the creation of the family's wealth. It is to be expected that further use will be made of this legal remedy in the future.

> 406. The Committee expresses the hope that the Government will continue to monitor compliance with labour laws in the factories and pursue the work of raising awareness among factory employers.

41. In addition to the response given by the Government of Mexico to the final conclusions of the Committee, in January 1998, it should be noted that the Federal Government, through the Ministry of Labour and Social Security (STPS), continued to implement the Programme for Employment, Training and the Defence of Labour Rights 1995-2000, which provides the framework for monitoring compliance with labour law. The aims of the programme are to promote the broadest possible defence of the rights of male and female workers; to monitor the effective implementation of legislation; to improve the content of the training provided for male and female workers and make such training more widely available; and to ensure that justice in the workplace is administered and procured more effectively.

42. During the period covered by this report, special efforts have been made to ensure that inspection administrators keep systematic records concerning work performed by women in the various workplaces. The Ministry of Labour and Social Security has been particularly concerned with the working conditions of women in all areas, and has been responsible for monitoring those conditions. The STPS has focused in particular on the factory sector, as that which employs the highest number of women workers.

43. With this objective in mind, the Ministry of Labour and Social Security has, since 1995, been performing special inspection operations, through which it is able to gather data about the general situation of women workers in the factories, as well as about pregnant or breastfeeding women.

44. During the first operation, in 1995, inspections were carried out at 132 workplaces under federal jurisdiction, in 4 states, involving 113,516 male and female workers.

45. In 1999, inspections were carried out at 540 firms under federal jurisdiction, in 12 states (Baja California, Coahuila, Durango, Guanajuato, Jalisco, Nuevo León, Querétaro, San Luis Potosí, Sonora, Tamaulipas, Yucatán and Zacatecas). The inspections covered 289,053 workers, of whom 139,813

/...

(48.37 per cent) were women (including 3,858 pregnant women and 899 breastfeeding women). It should be noted that the percentage of pregnant women in the factory sector is one of the highest percentages recorded among industrial sectors and activities under federal jurisdiction.

46. Since 1996, the Government of Mexico has been conducting a campaign to raise the awareness of factory employers regarding discrimination against women working in their factories.

47. There are other mechanisms aimed at encouraging the factory sector to comply with the legislation. These include the Joint Agreement with the Factory Industry, signed on 24 September 1999 by the National Board of the Factory Export Industry and the Federal Executive, in the form of the Ministry of Labour and Social Security. The Agreement commits both parties to set up on a joint basis - at those factories around the country that are affiliated to the associations covered under the Agreement - mechanisms designed to guarantee better working and production conditions, promote regulations governing the work of minors, and to promote regulations governing the work of pregnant and breastfeeding women.

48. The Mexican Social Security Institute (IMSS) runs joint actions together with factory firms and a number of non-governmental organizations. Of particular note in the national context is the collaboration between the Mexican Factories Association (AMAC) and the National Unifying Movement of Retirees and Pensioners (MUNJP), which aims to provide a comprehensive range of services for men and women working in this sector.

49. On 1 July 1998, the STPS created the Department of Equity and Gender, as the government body responsible for implementing awareness-raising actions among male and female workers and employers. An example of the actions implemented by the STPS was the widespread dissemination of the Summary of the rights and obligations of women workers, which includes the main provisions of the labour legislation presently in force.

50. The functions of the Department of Equity and Gender are to promote equal opportunities for women in order to combat inequity both in the workplace itself and with regard to women's access to work, as well as to guarantee implementation of the rights of working women and their access to preventive services and social security. The Department also encourages compliance with labour laws, with a view to preventing discrimination on grounds of race, gender, age, religious faith, political beliefs, or social condition. It provides women with orientation and guidance designed to help them defend themselves and assert their rights, and also promotes research into the work environment and manufacturing plants, designed to ensure the viability of the improved conditions created for working women.

51. With the aim of defining a set of unified criteria for matters related to women's labour, the Department of Equity and Gender has established a close relationship with the Federal Office for the Defence of Labour (PROFEDET), with a view to identifying the most common discriminatory practices committed by employers against working women and establishing uniform criteria for the provision of support and counselling to women workers subject to such practices.

The Federal Office for the Defence of Labour works to promote the labour rights of working women through 40 regional offices located around the country and through its central offices.

52. One of the Department of Equity and Gender's first actions was to appoint an official (male or female) to head the equity and gender programmes at each of the Republic's Federal Labour Offices. The officials are charged with administering and channelling towards the Federal and/or Local Office for the Defence of Labour or to the Federal and/or Local Conciliation and Arbitration Board all reports related to discrimination, pregnancy tests, dismissal on the grounds of pregnancy, or sexual harassment at work. The Department has also established Equity and Gender Commissions at the State Boards for Productivity and Competitiveness (CEPROC), throughout the country.

53. In Coahuila, which is one of Mexico's northern border states, a pilot programme is being implemented together with ILO, entitled *Plan of Action for the Creation of More and Better Jobs for Women in Mexico*. The programme is directed at women working in the factory export industry, and addresses the themes of labour rights, self-improvement and social development from a gender focus, decision-making, employment training, and safety and hygiene. During its initial phase, the programme has thus far benefited 2,500 women at 10 factories. Training in the gender perspective has been provided to company directors (both men and women), trade union representatives, and federal and/or local labour inspectors (men and women).

54. A study entitled *Labour Costs Broken Down by Gender* has also been carried out. The aim of this study was to analyse the real social cost of hiring women in the workplace. Within this context, the Ministry of Labour and Social Security is conducting a National Survey aimed at gathering proposals for modifications to Articles 101 and 107 of the Social Security Law in order to facilitate more equitable distribution, among Federal Government, businessmen and workers, of the costs of maternity. To date, the survey has been conducted in the states of Yucatán, Puebla, Veracruz, Quintana Roo, México, and Aguascalientes.

55. A study entitled *Working Conditions of Women Factory-workers in the North of the Country* is currently in preparation, demonstrating the concern of the employment authorities to make it understood that pregnancy tests and acts discriminating against Mexican women will not be tolerated.

> *407. The Committee also requests the Ministry of Agrarian Reform to continue its institutional intervention to persuade public land (ejido) assemblies to allocate to women the parcels of land to which they are entitled.*

56. With the aim of promoting the organization and development of rural women, the *Agrarian Law Regulations for the Promotion of Rural Women's Organization and Development* were developed. The Regulations were published in the *Diario Oficial* of the Federation on 8 May 1998.

/...

57. The function of the Regulations is to regulate, in a transparent manner, the constitution, organization and functioning of the Rural Women's Agricultural-Industrial Units. Implementation of the Regulations is the responsibility of the Ministry of Agrarian Reform.

58. The Agricultural-Industrial Units envisaged under the Regulations are open to women over 16 years of age, whether they are *ejidatarias* (holders of shares in an *ejido* (unit of communal land)), *comuneras* (joint landowners) or *avecindadas* (residents), spouses, common-law wives, or direct blood relatives of holders of shares in an *ejido*, or relatives of indirect descent, to the second degree.

59. The Regulations set out precautionary measures due to the expiry of the agricultural unit and the ending of the *ejido* regime. Under the Regulations, the corresponding plot certificate shall be issued when the Assembly of the *ejido* assigns a plot of land adjacent to an urban settlement with the intention of creating a unit and, in the case of an urban plot, assigns ownership to the Unit.

60. Data from the National Land Registry indicate that in 1999, 26 per cent of the administrative boards of Rural Production Enterprises included at least one woman member. With respect to management positions, 8 per cent of board presidents, 13.8 per cent of secretaries, and 15.2 per cent of treasurers were women.

> 408. The Committee recommends that the Government consider the advisability of revising the legislation criminalizing abortion and suggests that it weigh the possibility of authorizing the use of the RU486 contraceptive, which is cheap and easy to use, as soon as it becomes available.

61. In Mexico, abortion is criminalized - except in certain circumstances where it is not against the law - in accordance with the criminal codes of the federal states. However, the grounds on which abortion is not punishable in the criminal codes are many and various. Under the 32 criminal codes of the federal states, abortion is not illegal when it results from a negligent or culpable act, or when the pregnancy occurs as the result of rape or *estupro* (a lesser form of rape). There are 29 criminal codes that do not regard abortion as punishable when the pregnancy threatens the mother's life. In 12 federal states, abortion is not illegal when it has been established that the product of conception is congenitally deformed in some way. Under 10 state criminal codes, abortion is not punishable when the pregnancy is considered to endanger the woman's health to a significant degree; and finally, the criminal code of one state considers that abortion is not punishable, on socio-economic grounds, when the mother has three or more living children.

62. In this context, more information is provided in the response to the recommendation contained in paragraph 426 of report No. A/53/38/Rev.1, as well as in the section of this report referring to Article 12 of the Convention.

/...

63. Furthermore, managing the termination of a pregnancy pharmacologically, through use of the anti-progesterone drug Mifepristone (RU486) and a prostaglandin, is not yet possible in our country, because the Health Authority for the Regulation of Drugs has not yet received the corresponding registration implementation.

> 409. The Committee requests that information be given in the next report on the impact of programmes to reduce and prevent teenage pregnancy.

64. The main reproductive-health programmes for teenagers include both health services and Information, Education and Communication (IEC) strategies regarding population, sexuality and family planning.

65. The specific mission of the health sector in this respect is to provide appropriate information to young people - both male and female - regarding sexuality, human reproduction, contraception and reproductive health in general, so that they can express their sexuality independently, responsibly, and without risk, and can delay the age at which their first child is born and avoid unwanted pregnancies.

66. Public health institutions have made major efforts to train staff members responsible for providing their services, sometimes with the support of non-governmental organizations, in order to ensure that teenagers and young people attending their offices will be assisted by trained staff, capable of providing them with guidance and care in the matter of reproductive health.

67. The Ministry of Health (SSA), through the Department of Reproductive Health, runs the Programme for the Sexual and Reproductive Health of Young People, in collaboration with various institutions active in this sector. This governmental programme, which was begun in 1994, is the first programme in the world that specifically provides for the health of teenagers and young people. The programme's specific objective is to protect the rights of the adolescent population to Information, Education and Communication and sexual and reproductive health strategies, and to encourage the adolescent population to use those rights, with a comprehensive approach, promoting responsible attitudes and behaviour with a view to ensuring that this age group is able to express its sexuality independently, consciously, and without risk.

68. The services offered under the Programme for the Sexual and Reproductive Health of Young People are provided by multidisciplinary teams, including doctors, nurses, social workers and, in some cases, psychologists, working together in a coordinated manner. These services include three components: (1) reproductive health; (2) prevention of sexually transmitted diseases, including infections produced by the acquired immunodeficiency virus (HIV) and the human papilloma virus (HPV); and (3) prevention of addictions, such as tobacco and alcohol addiction and the use or abuse of illegal drugs.

69. Two important aspects of the programme were the incorporation of quality care for adolescents and the certification of institutions such as the Hospitales Amigos del Niño y de la Madre ("Friends of Children and Mothers"

/...

Hospitals), which provide prenatal care for pregnant teenagers with a focus on risk factors, promote maternal breastfeeding is promoted and encourage young families to live together.

70. The Programme for the Sexual and Reproductive Health of Young People includes a permanent Information, Education and Communication campaign, as well as strategies designed to train health services staff in the provision of information and services for young people. The support materials produced include training videos on subjects such as "Sexually Transmitted Diseases," "Using a Condom" and "Unplanned Pregnancies," posters, leaflets, training manuals and mobile information stands.

71. The programme also offers educational training forums for mothers and fathers, and provides staff responsible for encouraging responsible sexuality among young people, the prevention of sexually transmitted diseases and the responsible use of contraceptives, so that the young people concerned will, in their turn, pass their knowledge on to their children and students.

72. In order to assess the progress made by the programme, the SSA performed an evaluation of the first four years of its implementation. The study was conducted by an outside agency, and involved a representative sample across 10 federal states. The results showed that the setting up of these services had helped to improve the level of knowledge about sexuality and reproduction among adolescents attending school, that there had been a significant increase in contraceptive use among adolescents who had already begun their sexual lives, and that the services provided at health centres and hospitals were being well received.

73. Other actions carried out by the institutions that make up the Inter-institutional Group on Reproductive Health are:

74. The Programme on Prevention and Comprehensive Care for Adolescent Mothers, run by the National Scheme for Comprehensive Family Development (DIF), aims to make young people aware of the risks of early pregnancy, provide guidance about maternity for adolescent girls who are pregnant or who are already mothers, and provide them with support to help them improve their quality of life and that of their children. This programme forms part of the Programme for the Comprehensive Development of Adolescents, under which educational models have been provided for the training both of the staff members running its services and of the teenagers themselves. These activities are complemented by the publication of textbooks, teaching materials, brochures and books, distributed at DIF offices throughout the country and at governmental and non-governmental educational institutions.

75. The Programme on Prevention and Comprehensive Care for Adolescent Mothers was designed by various specialists from the fields of medicine, psychology, social work, law, sexuality and the family, as well as experts from the DIF, the Independent National University of Mexico (UNAM), the Independent Metropolitan University (UAM), the College of Mexico and other institutions.

76. With respect to its prevention component, the programme is active in 229 municipalities, and in 28 of the country's states. Under the programme,

713 self-help groups have been formed, providing services for more than 6,500 teenage mothers and their partners.

77. The care component of the programme involves two sectors of the population. The first sector is the school population. Within this sector, the programme is active in 112 municipalities in 19 states of the Republic, with 471 groups having been set up, involving more than 17,000 young people of both sexes. The second sector is the general population. In this context, the programme serves 156 municipalities in 17 states, promoting actions for the prevention of unplanned pregnancies, and involving more than 14,000 adolescents, of both sexes.

78. The DIF has produced a guide entitled "Legal Guide for Adolescent Mothers and Fathers," in coordination with the United Nations Children's Fund (UNICEF), CONMUJER, the Human Rights Commission of the Federal District (CDHDF) and the National Human Rights Commission (CNDH). The aim of the guide is to inform pregnant teenagers and their partners of their rights, in view of the fact that current legislation accords them the rights necessary to ensure that they are not marginalized and are treated with respect and dignity.

79. Within the IMSS, there is a programme entitled Coordinated Programme for Adolescents, which aims to provide comprehensive solutions to the problems faced by this age group, by incorporating biological, psychological and social aspects, as well as environmental aspects, within the basic activities of health care promotion and provision, training and research. The overall aim of the programme is to improve the sexual and reproductive health of adolescents, both male and female, by encouraging them to exercise their rights freely and responsibly, especially with regard to the prevention of sexually transmitted diseases, HIV/AIDS and unexpected pregnancies.

80. The IMSS-Solidaridad ("IMSS-Solidarity") Programme has developed a model for the comprehensive care of adolescents, which addresses all issues related to the health of this specific group, with emphasis on reproductive health, which is defined as the ability of individuals and couples to enjoy a satisfactory, risk-free sexual and reproductive life. Through the educational strategy Satellite-based instruction on sexual and reproductive health for adolescents from rural and indigenous environments, the IMSS-Solidaridad programme aims to help reduce the number of early pregnancies and the incidence of sexually transmitted diseases among rural and indigenous people between 10 and 19 years of age. By the end of 1999, 241,140 adolescents had received instruction in sexual and reproductive health through this strategy.

81. The mass-media communication campaign "Family Planning: A Question of Love," begun in June 1995, and still running, seeks to encourage a broader conception of family planning, with the emphasis on constructing a life plan for oneself, for oneself and one's partner, and for one's family, and identifying quality of life as a central component of that plan. In general terms, the campaign's messages try to encourage people to postpone the date of their marriage and the date on which their first child is born, as well to increase the time intervals between the births of their children. The campaign also promotes gender equity; greater communication among couples; demand for information, orientation and counselling services; and greater participation by

/...

men in the taking of decisions regarding reproduction, child-rearing, and the use of male contraceptives.

82. A similar strategy is the provision of telephone help lines offering information and orientation for young people. In 1994, the De Joven a Joven ("Youth to youth") programme was set up. The intention was to create a centre offering information, orientation, reflection and containment services for young people, and to offer young people the opportunity to be referred, whenever necessary, to a network of public and private institutions and officials specialized in dealing with the problems suffered by this population sector. This service is offered in the metropolitan district of the City of Mexico through the LOCATEL programme, in conjunction with the National Scheme for Comprehensive Family Development (DIF) and the General Secretariat of the National Population Council (CONAPO). It has been extended to various other states of the Republic, due both to the high number of calls received (more than 200,000 calls since the service began) and to the fact that it has been helpful to many adolescents, parents, and teachers.

83. Moreover, action has been taken to consolidate the intervention projects on the reproductive health of the adolescent run by the State Population Councils of Chiapas, Oaxaca, Hidalgo, Guerrero and Puebla. This was achieved by setting up comprehensive care models on the reproductive health of the adolescent, within the framework of the Country Programme 1997-2001, which channels the resources provided by multilateral cooperation to these five priority states.

84. In mid-1999, CONMUJER and UNICEF conducted a survey on teenagers' values and attitudes. The intention of the survey was to explore the perceptions of young men and women with respect to values associated with pregnancy, motherhood, fatherhood and self-esteem. A total of 1,581 young people (753 of whom were male and 828 of whom were women), were interviewed for the survey. They were all between 12 and 19 years of age. Among the survey's findings was the fact that school was the preferred place to obtain information about sexuality. Interviewees proposed that schools should not only address sexuality from the perspective of reproductive health, but should also incorporate aspects related to emotional development and to the development of personal relationships. The young people interviewed also expressed a desire for better communication with their parents.

85. The Ministry of Public Education has begun to offer short courses and workshops in secondary schools, where teachers are provided with the relevant educational materials. Government adult-education programmes also include classes on reproductive health, sexuality and family planning.

86. There are a number of Mexican non-governmental organizations that offer programmes on reproductive health for adolescents. At a national level, they are implemented through the Young People Programme of the Mexican Family Planning Foundation (MEXFAM). Created in 1987, it offers an approach focusing both on education and community activities (through training of young volunteer leaders) and on health care services provided at medical clinics.

87. As a result of various family planning initiatives, contraceptive use among adolescents has increased significantly over the last 20 years. According to the

results of various sociodemographic surveys conducted around the country, in 1976, only 14.2 per cent of all adolescent men and women who had begun their sex lives used a contraceptive to control their fertility. By 1987, 30 per cent of adolescents used contraceptives. Among young women aged between 15 and 19 who are in a relationship, those using contraceptives accounted for 44.9 per cent of the total by 1997, according to data from the National Survey of Demographic Trends. Similarly, the use of contraceptives also increased among young women aged between 20 and 24 who are in a relationship.

88. In the same way, increased contraceptive use has led to a fall in the number of births occurring annually among adolescent women over the past five years, despite a constant increase in the adolescent population. As a result, the specific fertility rate for this population group has also fallen. In order for the fertility rates of the 1970s to have been maintained, there would have had to be a little more than one million births to women under 20 years of age in 1999, instead of the present level of 372,000 births. Nevertheless, this level represents a birth rate that continues to be high, and health sector actions aimed at this population group must therefore be pursued.

> 410. The Committee recommends the introduction of training for health personnel with regard to women's rights, and particularly their right, freely and without coercion, to choose means of contraception.

89. As noted in previous reports, the right of all Mexican men and women to make a free, responsible and informed decision as to the number of children they will have and the intervals between their births is guaranteed under Article 4 of the Constitution, and reaffirmed under secondary law and administrative law.

90. The Official Mexican Regulations on Family Planning Services (NOMSPF) set out in precise terms the actions that providers of family-planning services must implement with a view to guaranteeing free, informed choice regarding contraceptive use. Accordingly, the Regulations stipulate that service providers must supply clients using their services with information about the different family planning methods (including natural methods), how they work, their various forms of use, and any potential side effects they may have. Clients of such services have the right to express their concerns and the right to expect that the family planning services staff will answer those concerns in an understandable and satisfactory manner. Furthermore, when clients opt for the use of a permanent means of contraception (bilateral tubal occlusion or vasectomy), any institutions, or their subsidiaries, that may provide such services must obtain clients' prior written consent.

91. Since the Regulations were issued, all institutions in the public sector have been involved in a series of national, regional and state-level workshops, designed to make users more aware of the Regulations and to understand them better. Copies of the Regulations have been printed in significant numbers, and their distribution broadened to include the whole country.

92. With a view to establishing permanent institutional procedures that will help achieve the goal of ensuring women's free and informed consent with regard

to their reproductive choices, CONAPO has engaged in a permanent process of consultation with agencies in the health sector. In doing so, it has sought to ensure that all clinics and service providers in the sector offer women the most comprehensive information possible concerning the various means of contraception and also provide them with comprehensive and skilled counselling, so that they may choose and decide upon the method best suited to their needs, free of any coercion.

93. Also, in order to improve interpersonal communication between service providers and the client population, and to strengthen processes of information, counselling and informed consent, the General Secretariat of CONAPO and health sector institutions designed and distributed two posters, on the basis of proven demand. More than 500,000 copies of each poster were printed. The posters promoted the freedom of the individual to choose his or her means of contraception and the rights of the people using these services. A video was also produced on the same theme, to be shown in waiting rooms.

94. With a view to promoting the respect of human rights, constructing a culture of human rights, and training public employees working in the health sector, the Government Employee Social Security and Services Institute (ISSSTE), in conjunction with the National Civil Service Institute (INAP), held a series of workshops during 1999, entitled "Human rights and the right to health." The workshops were aimed at medical clinics located in the Metropolitan Area, and were attended by 692 medical employees. Surveys were also conducted to determine whether it would be necessary to provide staff with training in this area. The surveys produced a consensus in favour of training.

95. Finally, it should be noted that although - as the Committee has been informed - a number of complaints were brought regarding the unauthorized prescription of contraceptives, those complaints were brought prior to 1997, and were resolved through the National Medical Arbitration Office (CONAMED). There are also laws protecting clients in this matter, and provisions do exist for administrative sanctions, including criminal sanctions, for health service providers who administer contraceptives without the consent of the individual concerned.

96. The Office of the Attorney General of the Republic (PGR), through its Department for the Protection of Human Rights, runs training workshops for its own forensic doctors, on the human rights of people held under arrest. The workshops emphasize the fact that women detained for questioning or held under arrest have the right to expert intervention by a female doctor during questioning or during medical examination. If such intervention is not possible, the doctors questioning the woman concerned must request the presence of another woman, and must supply the woman's name, signature, and position. The workshops also stress a woman's right to "participation by consent" with respect to clinical questioning and medical examination. Under this right, a woman is entitled to refuse medical examination if she so chooses. Such refusal must, without exception, be documented in writing, and such documentation shall include the name and signature (or, failing the signature, the fingerprint) of the woman refusing examination. The official or authorized forensic doctors present shall state in a report the reasons why the woman has refused to submit to clinical questioning or examination.

411. The Committee suggests that the Government continue to work for adoption of nationwide legislation on all forms of violence against women, including domestic violence, adjusting state laws to national laws.

97. Mexican law does not envisage the adoption of a national law on violence between individuals, including violence committed against women or domestic violence. This is because these are common offences, which fall within the jurisdiction of local legislative bodies. The Federal Government has initiated a revision of state legislation, in order to make it compatible with progress achieved at the federal level. The Federal Criminal Code also provides sanctions for acts of violence against women within the family and covers violence within marriage.

States that have laws regarding domestic violence

98. In 1996, the first draft law on domestic violence was presented, in the Federal District. The Federal District's Law on Assistance and Prevention regarding Family Violence entered into force in 1997. There are currently 22 federal states of the Republic having some form of legislative reform in this matter.

99. As of June 2000, the states reporting that they had introduced a law on assistance and prevention in the matter of family violence were the following: Coahuila, Colima, Chiapas, the Federal District, Durango, Guanajuato, Guerrero, Querétaro, Quintana Roo, San Luis Potosí, Sonora, Tabasco, Tamaulipas and Veracruz.

100. The states of Baja California, Baja California Sur, Coahuila, the Federal District, Durango, Guerrero, Hidalgo, Jalisco, Michoacán, Nuevo León, Oaxaca, Puebla, San Luis Potosí, Tabasco, Tamaulipas and Veracruz also report that they have introduced amendments in this matter into some other form of local legal ordinance, including, among others, the Civil Code, the Criminal Code, the Code of Civil Procedure, the Code of Criminal Procedure, the Social Defence Code, and the Code of Social Defence Procedures.

101. As of June 2000, eight states had introduced initiatives or draft laws on assistance and prevention in the matter of family violence. Those states were Aguascalientes, Baja California, Chihuahua, Jalisco, Morelos, Nuevo León, Tlaxcala and Zacatecas. A further 14 states had introduced initiatives and draft laws in this matter into some other form of local legal ordinance. Those states were Aguascalientes, Baja California, Chihuahua, Guanajuato, Guerrero, Jalisco, Estado de México, Morelos, Nayarit, Nuevo León, Querétaro, Sinaloa, Sonora and Yucatán.

102. It should be noted that as a result of amendments made to Article 343a of the Criminal Code for the Federal District in the matter of Common Jurisdiction, and for the whole Republic in the matter of Federal Jurisdiction, the definition of family violence is made sufficiently broad so that it may be sanctioned, regardless of whether the offence is committed repeatedly, and regardless of whether it is committed by a person living in the same house as the victim.

/...

103. More detailed information is provided in Part II of this report, in reference to compliance with Article 6 of the Convention.

> 412. The Committee requests the Government to consider the possibility of implementing an integrated, long-term plan for combating violence. Such a plan could include taking legal action, training judicial, law enforcement and health personnel, informing women about their rights and about the Convention and strengthening victims' services.

104. On 8 March 1998, the President of the Republic called for the formulation of a national programme to combat domestic violence, which should take particular account of the situation of women and of young girls from indigenous communities, who are especially vulnerable to domestic violence.

105. At the request of CONMUJER, and in an effort to deal with the problem of domestic violence, the Ministry of the Interior, the PGR and the DIF jointly developed the National Programme to Combat Domestic Violence 1999-2000 (PRONAVI), which was introduced on 3 March 1999 by the Ministry of the Interior. More detailed information about the programme is included in Part II of this report.

106. With regard to training in the matter of domestic violence, we wish to inform the Committee that, within the human rights curriculum used to train future Federal Officers of the Court and Federal Criminal Investigators, ample consideration is given to the theme of women. The aspects of the theme covered in the curriculum are: women's rights in national legislation (aspects of civil, criminal and labour law); women and domestic violence (characteristics, causes, types and forms, as well as ways to prevent domestic violence from occurring); international instruments for the defence of women's rights (Convention on the Elimination of All Forms of Discrimination against Women); and practical methods for the implementation of national and international regulations on women's rights, for all those responsible for enforcing the law in the matter of domestic violence. An accompanying textbook, intended for use specifically in conjunction with this training, was republished in 1998 and 1999.

107. Furthermore, during the periodic training courses provided for Federal Officers of the Court on active service, officers are given training in women's rights - including training in domestic violence and the content of the Convention - as part of their ongoing vocational training.

> 413. The Committee recommends that strong action be taken against persons who commit violence against women, and that it should be made easier for women to bring court action against offenders.

108. In parallel with legislative developments in the area of violence against women and domestic violence, discussed in Part II of this report, there has been broad legislative reform with regard to the protection of the rights of the child, including the criminalizing of various forms of violence against

/...

children, such as prostitution and the use of children for pornography. This process of revision has been given concrete form in the amendments made to Article 4 of the Constitution, published in the Diario Oficial of the Federation on 7 April 2000; in the adoption of the Law on the Protection of the Rights of Children and Adolescents, published in the Diario Oficial of the Federation on 29 May 2000; in the amendments made to the Federal Criminal Code and the Federal Code of Criminal Procedure with respect to the corruption of minors and the disabled, pornography and the prostitution of minors, published in the Diario Oficial of the Federation on 4 January 2000, and the amendment of the Law against Organized Crime, published in the Diario Oficial of the Federation on 12 June 2000.

> 414. The Committee recommends that the Government address the matter of whether it intends to legalize prostitution and whether this issue has been subject to public debate in its next report. It strongly recommends that new legislation should not discriminate against prostitutes but should punish pimps and procurers.

109. Since the proposal made by the Human Rights Commission of the Federal District, which was discussed during the Committee's examination of the combined third and fourth reports, there have been no major developments in this context.

> 415. The Committee recommends that the legal penalties for rape be amended and that the State ensure their implementation. It also recommends that rape awareness campaigns be conducted for non-governmental organizations and legislators.

110. Article 265a of the Federal Criminal Code covers violence between husband and wife and between common-law spouses, which crime is punishable by deprivation of liberty for a term of between eight and 14 years.

111. As part of its training activities, CONMUJER has run a number of workshops aimed at raising awareness about gender issues among representatives of non-governmental organizations, such as MEXFAM, while simultaneously working to encourage the various contributions and experiences of such organizations.

112. Together with non-governmental organizations, CONMUJER has also designed and implemented a number of information campaigns, such as the campaign entitled "Showing respect for women and girls," which seeks to make people more aware of the discriminatory and sexist treatment of women and girls.

113. The aforementioned awareness-raising campaigns notably included the following:

- Women's Telephone Network Programme (pilot project in San Luis Potosí).

This project is financed by UNICEF and the Seed Fund of the Inter-American Commission of Women (IACW) of the Organization of American States (OAS).

- Radio-based Legal Workshops on the Human, Collective and Citizens' Rights of Indigenous Women.

  The goal of these workshops, which are organized by the National Indigenous Institute (INI), is to promote awareness and respect of the aforementioned rights. Domestic violence is indeed among the major themes addressed by the workshops.

- Campaign to Combat Child Abuse in Central America and Mexico - "No painful blows or hurtful words: Let us raise children with love." CONMUJER is a member of the Mexican committee for the promotion of this campaign, which aims to persuade public opinion that treating children kindly is a better way to raise them and to build relationships with them.

- Campaign entitled "A life without violence is our right." This campaign was designed and implemented as part of the commemoration of the 50th anniversary of the Universal Declaration of Human Rights. The general objectives of the campaign were to promote and raise people's awareness about the human rights of women and children living in a violent situation, and to encourage people to think about the grave consequences and social costs of violence inside and outside the family. The campaign also involves the dissemination and promotion of information about existing laws to combat domestic violence and, in the case of those states of the Republic that have not introduced legislation on this subject, it involves raising the awareness of society about the need to introduce such legislation.

416. The Committee suggests that action be taken against employers who discriminate against women on grounds of pregnancy. The women concerned should be supported, and society sent a clear signal that such discrimination is not to be tolerated.

114. As indicated in previous reports, Article 123 of the Political Constitution of the United Mexican States defines and regulates the right to work. Part A, Section V recognizes maternity as a right and defines labour rights with respect to the lying-in period and breastfeeding. Under Section IX, Subsection C of Part B, it recognizes the right of women employed by the State to maternity, and accordingly stipulates that medical and obstetrical care, drugs, assistance with breastfeeding and nurseries be provided.

115. Under the Federal Labour Act, maternity is protected under Title V (Arts. 164-172), entitled "Work by Women." In addition to granting the right to maternity leave and breastfeeding periods, among other rights, Section V of Article 170 states that during the period of maternity leave, working women shall be entitled to receive their salary in full. Section VI of the said

article sets out the right of working women to return to the jobs they had prior to taking maternity leave.

116. As part of its efforts to monitor the implementation of labour regulations, the Department for the Federal Inspection of Labour carried out 43,545 inspections of firms that fall within federal jurisdiction. The inspections sought to verify that no pregnant women workers were performing jobs that endangered their health.

117. Mexican legislation sets out clearly and precisely the grounds on which an employment relationship may be lawfully terminated by an employer, under Article 47 of the Federal Labour Act. Since there is no provision in this article for a woman to be fired because she is pregnant, it may be concluded that if an employer should commit such an act, he is not only guilty of discriminating against a working woman, but also in violation of the law.

118. Consequently, women in this position do have the legal right to bring an action against their employers on the grounds of wrongful dismissal, through the relevant Federal or Local Conciliation and Arbitration Board, depending on the nature of the business of the firm in question. Women also have the right to legal advice and free representation, both before and during the trial, from the Local or Federal Office for the Defence of Labour. More than 40 per cent of judgements made by the Federal Office for the Defence of Labour concern women workers. Once wrongful dismissal has been duly confirmed by a favourable decision, the woman worker may choose either to request that she be reinstated in her former position or to claim appropriate compensation. In either circumstance, however, she must receive the salary amount payable from the time of her dismissal until such time as the employer shall comply with the decision. However, if the decision goes against the woman, it may be challenged through the juicio de amparo (writ of protection), heard before the appropriate Circuit Collegiate Court, within 15 working days, commencing from the day after the day on which the woman has been notified in person of the decision concerned. After the constitutional judgement has been made and amparo and protection have been obtained from the federal justice system, the Board in question shall be instructed to modify its decision under the terms and for the effects granted under the amparo decision.

119. Furthermore, in response to the concerns of the Committee, and as mentioned during Mexico's presentation of its combined third and fourth reports, the National Human Rights Commission made a proposal for legislative reform at the national, local and federal levels, based on a study comparing national legislation with the Convention on the Elimination of All Forms of Discrimination against Women. The Commission's proposal was that under Article 23 of the Federal Labour Act, Section I, the sentence beginning "Employers are forbidden to: I. Refuse to employ workers on grounds of age, gender ..." should also include the words "on grounds of marital status or pregnancy."

120. On 30 September 1999, the Diario Oficial of the Federation included a Decree providing for the granting, amendment and extension of various provisions of the Criminal Code for the Federal District in the matter of Common Jurisdiction and for the whole Republic in the matter of Federal Jurisdiction.

/...

Among those provisions there is now one that stipulates (Title 17a, on Crimes against Personal Dignity, Article 281a, Section IV) that a punishment of one to three years in prison, a minimum fine of 50-200 days' salary and 25 to 100 days of community service shall be imposed on anyone denying or restricting labour rights on grounds of age, gender, pregnancy, marital status, race, language, religion, ideology, sexual orientation, skin colour, nationality, origin or social position, job or profession, economic position, physical characteristics, disability or state of health.

121. In the same way, legislators belonging to the respective Equity and Gender Commissions of the Congress of the Union have also expressed the need for federal labour law reforms that will eradicate discrimination on the grounds of maternity and help ensure that women have the same opportunities as men regarding access to employment, job security and career advancement.

122. At the invitation of the Ministry of Labour and Social Security, the National Commission for Women put forward proposals for reform of the Federal Labour Act, and proceeded to draw up a compilation entitled Proposals for Reforms and Additions to the Federal Labour Act in the Matter of Equity and Gender in the Workplace.

123. The various parliamentary groups of the Chamber of Deputies of the Congress of the Union, through the Chamber's Equity and Gender Commission, made a commitment to participate in the reform of the labour laws. Among their proposals was a recommendation that employers be banned from administering pregnancy tests as part of the hiring process. The debate on this issue is now under way, and it is hoped that it will be continued during the current legislative session.

124. Finally, women entrepreneurs in Yucatán, through the Department of Equity and Gender of the Ministry of Labour and Social Security, conducted the National Survey mentioned in paragraph 54, which was also conducted in Puebla, Veracruz, Quintana Roo, Mexico and Aguascalientes, with a view to gathering proposals for amendments to Articles 101 to 107 of the Social Security Law.

> 417. The Committee requests information in the Government's next report on the avenues of appeal open to women who, upon a division of property in divorce, suffer economically despite their contribution to the family's assets.

125. Under Mexican civil law, marriages are governed by one of two systems of property division: joint ownership or separation of assets. In divorce disputes (which include both voluntary and mandatory divorces), those that present the greater difficulties with respect to the allocation of spouses' assets by the Judge of the Family Court are those governed by the joint ownership system.

126. The joint ownership system is governed by marriage contracts, which are agreements made by the future spouses, defining the system of property division governing their marriage and regulating the administration of assets.

/...

127. Part II of this report gives detailed information about legislative action taken to protect the property of women within marriage.

> 418. The Committee requests information in the Government's next report on women who migrate abroad, where they go and whether any authorized agency regulates such migration.

128. Women who migrate abroad are a particularly vulnerable population group, because their status as migrants compounds the existing difficulties deriving from their gender and from their situation of social, legal and political inequality.

129. The National Human Rights Commission, in conjunction with Asociación Sin Fronteras IAP, the Mexican Association to combat Violence against Women (COVAC), the National Migration Institute, and the Office of the United Nations High Commissioner for Refugees (UNHCR), has been running preventive workshops on Human Rights and Sexual Violence Committed against Migrant Women. The workshops are aimed at staff providing care and counselling in this area, as well as human rights organizations working on behalf of these sectors.

130. In 1999, the Commission published a Study on Violations of the Human Rights of Mexican Women Emigrating to the United States.

131. In Annex I of this report, more detailed information is provided on the sociodemographic situation of Mexican women who migrate abroad. The information provided focuses on the United States, as the main country of destination.

> 419. The Committee requests that the next report provide comparative data on men's and women's access to pensions and the minimum amount of such pensions.

132. Social security refers to people's access to benefits such as old-age pensions, widow's pensions, and disability pensions.

133. The average amount paid for disability refers to the average monthly amount paid by social security institutions to those receiving pensions.

134. With respect to the pensions provided for under the Social Security Law, there is no difference in terms of the gender of those insured since, in general, the requirements for access to pensions are the same for everybody, as is the minimum amount of such benefits.

135. The only differences to be found concern the benefits paid out to the beneficiaries of the man or woman insured:

1. In order to qualify for a widow's pension, the widow of the insured must prove the bond of matrimony or, in the case of a common-law wife, prove cohabitation for a minimum period of five years immediately before the decease of the insured (Art. 130 of the Social Security Law). However,

the widower or former common-law husband of an insured woman must also demonstrate that he was economically dependent on the deceased insured.

2. The wife or common-law wife of a deceased pensioner has the right to a family allowance, intended as assistance for the care of dependent relatives, equivalent to 15 per cent of the pension amount. The husband or common-law husband of a woman pensioner has no right to such a pension.

136. According to information provided by the National Institute of Statistics, Geography and Informatics (INEGI), pensioners receiving benefits due to retirement or severance receive higher pension benefits than members of other categories of pensioners. However, within this category, the payment level is slightly higher for men than for women across the different age groups. The average general amount paid to those receiving pensions due to retirement or severance was equivalent to 1.24 times the minimum monthly salary in 1994.

137. Women account for 99.7 per cent of those receiving a widow's pension. In this context, women receiving a widow's pension are paid a slightly higher amount than widowers. The average general amount paid in December 1994 was equivalent to 0.91 times the general minimum salary. Of all pension amounts received by women, 67.5 per cent are widow's pensions.

138. With respect to disability pensions, men outnumber women by a ratio of slightly more than six-to-one. This is because more men are exposed to accidents, whether at work or elsewhere. In general terms, the average amounts paid to men on grounds of disability are slightly higher than those paid to women, across all age groups.

420. The Committee requests information in the next report on whether homosexuality is penalized in the criminal code.

139. In Mexico there is no legislation that infringes the dignity of homosexuals or support homophobic expressions. Nor are there any regulations stipulating penalties for homosexuality.

140. Under an amendment published in the Gaceta Oficial of the Federal District on 25 May of this year, Article 2 of the Civil Code for the Federal District in the matter of Common Jurisdiction, and for the whole Republic in the matter of Federal Jurisdiction, stipulates that: "Legal capacity is equal for men and women. No one may be denied a service or benefit, or suffer restriction in the exercise of any of his or her rights, on grounds of age, gender, pregnancy, marital status, race, language, religion, ideology, sexual orientation, skin colour, nationality, origin or social position, job or profession, economic position, physical characteristics, disability or state of health."

> 421. The Committee requests information on women heads of rural enterprises and on programmes for the economic advancement of rural women.

141. The Government of Mexico has continued to implement various support programmes for rural women, and for women heads of rural enterprises in particular. The measures taken in this context are outlined as part of the information provided regarding implementation of Article 14 of the Convention.

> 422. The Committee recommends the introduction of education programmes on the provisions of the Convention and the rights of women for judicial personnel, law enforcement officers, lawyers and others who are responsible for applying the law. The Committee also recommends that further steps be taken to increase the numbers of women at all levels of the judiciary and law enforcement agencies.

142. Various training activities related to women's rights have been carried out among personnel charged with procuring or imparting justice, mainly within the context of the eradication of violence against women. Among the most recent activities are the National Symposium entitled The Implementation of the Convention on the Elimination of All Forms of Discrimination against Women and the Convention on the Rights of the Child within the justice system, organized by the Ministry of Foreign Affairs and the National Commission for Women, with the support of the United Nations Development Fund for Women (UNIFEM) and the United Nations Children's Fund (UNICEF), and with the participation of the Economic Commission for Latin America and the Caribbean (ECLAC). The symposium, which was held in December 1999, sought to establish a mechanism for the follow-up and promotion of the Convention within the justice system. Based on the experience gained, a workshop was held in March 2000, entitled The applicability of international treaties to the administration of justice in the state of Querétaro. The workshop was organized by the President of the Supreme Court of Justice in that federal state, and was directed at personnel of the Supreme Court of Justice and the State Legal Forum, with the aim of promoting the development of theoretical and technical knowledge among participants about the structure and content of international treaties on the rights of women and children, as well as other agreements related to family matters. More details about the actions implemented are provided in Part II of this report.

143. In addition to the workshops referred to above, provided for active and aspiring Federal Officers of the Court, as well as for its own forensic doctors, the PGR, in collaboration with the CNDH, held a workshop on the theme of Gender and human rights, aimed at officers of the Public Prosecutor's Department. The workshop dealt with general aspects of gender perspective and the implementation of women's rights within the framework of the system for procuring justice.

144. On the PGR's Web site, in the pages referring to the Department for the Protection of Human Rights, basic information may be found about domestic violence, as well as about the main international instruments related to the system for procuring justice. Those instruments include the Convention on the Elimination of All Forms of Discrimination against Women.

/...

145. The Ministry of Labour and Social Security, through the Department of Equity and Gender, has provided training on sexual harassment to general personnel of the Federal Office for the Defence of Labour. It has also organized a Gender Workshop, with a view to incorporating the gender perspective in the daily work of staff occupying direct customer-service positions.

> 423. The Committee proposes that a campaign be conducted to educate women about the content of the Convention, alerting them to their economic, political, civil and cultural rights.

146. On 21 July 1999, to mark the 20th anniversary of the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW), a seminar was held on International Mechanisms for the Protection of Women's Human Rights. The seminar was organized by the Ministry of Foreign Affairs, with the participation of the National Commission for Women and UNIFEM, and was attended by senators, deputies and representatives of non-governmental organizations. The aims of the seminar were to inform participants about programmes and advances in the area of the protection of the human rights of women and the girl child, as well as to encourage legislators to adopt a gender perspective in their work.

147. On 21 December 1998, the National Programme for the Promotion and Strengthening of Human Rights was introduced. This programme coordinates inter-institutional resources and efforts and promotes the participation of civil society and social organizations. It represents a response to a commitment made by the Government of Mexico in relation to the Vienna Declaration and Programme of Action, which recommends, in paragraph 71 "that each State consider the desirability of drawing up a national plan of action ..." to improve the promotion and protection of human rights.

148. The fundamental objective of the programme is to consolidate a culture of respect for human rights, through the strengthening of institutional mechanisms and the abolition of impunity with respect to the procuring of justice. It also sets out actions designed to promote and protect women's human rights and to ensure that State offices incorporate the gender perspective in all their actions.

149. The first evaluation of the National Programme by the Follow-up Committee was performed in January of this year. The outcome was positive, especially with regard to actions seeking to provide training and information concerning human rights.

150. The CNDH continues to publish and distribute printed and audio-visual materials concerning women's human, social, cultural, political and civil rights. Between 1998 and September 2000, the Coordinating Office of the Programme on Women, Children and the Family distributed around 57,000 leaflets, various publications, and 200 videos, to 318 institutions. Of particular note in this context were the handbooks on Women's Human Rights and What Domestic Violence is and How to Counteract it. These two handbooks were distributed around the country through governmental and non-governmental organizations, academic institutions, and State Human Rights Commissions. Ten information

/...

bulletins were produced on the subject of women's rights. These bulletins were broadcast on CNDH radio programmes and, with the help of the National Association of Universities and Institutes of Higher Education (ANUIES), were also distributed to various state universities. A radio campaign was also implemented with a view to drawing people's attention to the existence of a specific programme on women's rights from a gender perspective. The CNDH also participated in 24 radio and television interviews.

151. The CNDH has published various compilations of the international instruments ratified by Mexico, including those which protect women's human rights. It continues to distribute its comparative study of local and federal legislation and international instruments concerning women and the girl child. The study includes proposals for legislative reforms designed to eradicate violence against women and promote conditions of equity at all levels of the justice system.

152. It is worthy of note that since 1993, the CNDH's Coordinating Office of the Programme on Women, Children and the Family has benefited from a support network called the Support Network for Women and Children whose Human Rights have been Violated. This network provides legal counselling in matters that do not fall within the competence of the CNDH, but that are constantly the focus of requests from society at large, with respect to the defence of people's human rights. The network currently has 268 member organizations, including 159 governmental organizations, 77 non-governmental organizations, and 32 State Human Rights Commissions.

153. To commemorate International Women's Day, the CNDH organized, in March 1998, a series of conferences on the importance of women's participation in various spheres: legislative, social, economic, political and scientific. In March 2000, under the Series of Conferences and Round Tables on the Prevention of Violence, Care of Vulnerable Groups and Human Rights, it dedicated the entire month to the theme of women's rights. The CNDH also participated in 165 social, academic and cultural events, and held 57 conferences on the themes of health, violence, gender and human rights, organized through governmental and non-governmental organizations, educational institutions, international agencies and private aid organizations.

154. The Human Rights Commission of the Federal District (CDHDF) has held numerous events to promote women's rights and has also published, together with the non-governmental organization Milenio Feminista, a brochure entitled "Women: Human rights belong to you. Know them! Assert them!" The CDHDF has also published numerous printed materials (posters, books, handbooks, brochures, leaflets and pamphlets). The Commission also organized a seminar designed to study the content of the Convention on the Elimination of All Forms of Discrimination against Women, aimed at government officials and non-governmental organizations.

155. The Ministry of Labour and Social Security, through the Department of Equity and Gender, runs a permanent campaign entitled the National Campaign for Equal Opportunities and against Discrimination at Work. The principle underlying this campaign is that if women are to be able to demand respect for their labour rights, it is essential that they become familiar with those rights. Between

1998 and the present time, around one million copies of the Charter of Labour Rights for Women Workers were published. There were different versions of the charter for rural workers, indigenous women workers, elderly workers, minors, young people and workers with various handicaps. A Braille version was produced for visually handicapped women. The Charter has been translated into the Mayan language as part of efforts to include the Mayan-speaking population, and is available for consultation on the Department's Web site. Furthermore, seven promotional films on the theme of equity have been broadcast nationwide, during the official time slots allocated by the Institute for Radio, Television and Cinematography. The programmes were aimed at people from or more of the following groups: persons of different abilities, rural day workers, and the elderly.

156. The Ministry of Public Education has incorporated gender-based content in a number of free textbooks.

157. Within the PGR, workshops are offered on the subject of women's rights, aimed at PGR administrative and general staff. The workshops are part of a series of courses offering an in-depth look at themes related to vulnerable groups. Those groups includes senior citizens, persons with any form of disability, children, people who are in hospital, women in a vulnerable situation. Other themes addressed include ecology and ethics in public service. The workshops on women address the following themes: basic human rights concepts; national legislation regarding women; domestic violence; the content of the Convention on the Elimination of All Forms of Discrimination against Women; and economic, social, political, civil and cultural rights. The workshops also provide information about agencies and institutions concerned with women at risk. Legal guidance is provided regarding concrete cases presented by participants during the course of the workshops. There is a specific manual available, entitled Women's Rights. A pamphlet on women's rights has also been produced, as has another on domestic violence. They have been distributed to members of the PGR. Although most of those attending the workshops are women, the number of male participants has gradually grown, from 3 to 4 per workshop out of a total attendance of 15. As part of follow-up activities to these workshops, short film and discussion sessions or conference are held, in an effort to reinforce the content of the workshop itself. The PGR also offers other workshops related to the theme of women, such as the workshop on The Rights of the Family and the Rights of the Child. This workshop is also offered to teaching staff at the PGR's Centre for Infant Education (CENDI), where all the teachers are women.

> 424. The Committee welcomes the systematic inclusion of statistics in future reports in order to facilitate a dialogue with the Committee on women's de facto situation. In particular, the Committee requests data on the implementation of the information system that is beginning to be applied.

158. The National Institute of Statistics, Geography and Informatics (INEGI) has implemented a broad programme designed to produce statistics based on a gender perspective, in a regular and timely manner, and addressing the greatest

possible number of issues. On 8 March each year, INEGI provides the Mexican people with an extensive set of indicators which portray the situation of Mexican women in relation to men. At present, INEGI offers over 20 publications which include the gender and generational perspectives.

159. Furthermore, within the framework of INEGI's cooperation with CONMUJER, the two institutions developed jointly the System of Indicators for Follow-up regarding the Situation of Women in Mexico (SISESIM), which is among the most important tools used to respond to requests for information received from the various sectors of society concerned with learning about, promoting and improving the status of women, including the governmental sector. The objective of SISESIM is to provide indicators facilitating follow-up to the National Programme for Women, regarding demographic, social, educational, economic and political aspects of women's lives.

160. As part of the initial activities of this system, five sectoral workshops were held to raise awareness about the gender focus among users and among those responsible for producing statistics and administrative lists. Those workshops were the following: Workshop to Raise Awareness about the Gender Focus in the Production of Statistical Information in the Education Sector; Sectoral Workshop on Labour-related Statistics and Indicators with a Gender Focus; Sectoral Workshop on Statistics and Indicators regarding Political Participation, Decision-making and Gender; Sectoral Workshop on Health Statistics and Indicators with a Gender Focus; Workshop on Statistics and Indicators regarding Homes, Families and Accommodation, from a gender perspective.

161. These workshops have helped to forge a closer relationship between users and producers of statistics, who have been able to exchange information about available data sources and indicators, which are generally little known. They have also provided a valuable space in which to provide producers of statistics with recent research findings that may help to improve the orientation of statistical production. All workshops involved the presentation of previously unpublished data of particular relevance to the process of creating new indicators regarding the situation of women.

162. Based on the results of the five workshops, a document was produced for each one. Each document represents a guide for users and a reference for those responsible for producing information.

163. The preliminary results of SISESIM may be consulted on the Internet page www.inegi.gob.mx. The source most recently incorporated by INEGI was the 1997 National Survey of Demographic Trends.

164. The 2000 Twelfth National Population and Housing Census was revised during workshops attended by information users, with a view to ensuring that it included the gender focus and also that work previously carried out be included in the preparations for the 2001 Eighth Agricultural Census, which will provide information about this important sector. Thus, Mexico will next year conclude the so-called "2000 Census Round" which includes the 1999 Economic Censuses (the preliminary results of which have already been published), the 2000 Population and Housing Census and the 2001 Agricultural Census.

165. Also worthy of note is the preparation, implementation and analysis, in 1996, of the National Survey of Work, Contributions and the Use of Time. This survey employed the operational structure of the National Survey of Household Income and Expenditure, with a view to obtaining information about the work done by household members and their use of time, as well as the contributions to expenditure made by wage earners. Information about the use of time was gathered again in 1998.

166. With a view to ensuring that the data are as up to date as possible, INEGI makes available to users the databases from the various household surveys conducted. This helps to generate a significant number of new indicators with a gender focus. It also generates census samples, which are used for the analysis of specific subpopulations, such as young people, the elderly, women from various population sectors, and children. With the benefit of these census samples, it is possible to carry out very detailed studies on broad sociodemographic issues.

> 425. The Committee recommends that the Government of Mexico pay special attention to safeguarding the human rights of women, including indigenous women and women in conflict zones, especially where police and armed forces are operating.

167. During 1999, the Congress of the state of Chiapas approved constitutional amendments in the matter of indigenous peoples, which included a guarantee of equality and protection for indigenous women. The Congress subsequently approved the Indigenous Laws and Cultures Act of the State of Chiapas, which contains a specific chapter on the regulation of the rights of indigenous women and children, guaranteeing their freedom to decide as individuals, members of a family and of the community, even with respect to habits and customs that are contrary to human rights.

168. The CNDH has also given instruction on human rights (including those of women) to 2,000 members of the armed forces. Furthermore, in various states of the Republic, including Chiapas, Mexico, Hidalgo and Puebla, the Commission, together with the National Indigenous Institute, the State Human Rights Commissions and Amnesty International, has held workshops entitled "The Human Rights of Indigenous Women" and "Indigenous Women, Violence and Justice."

169. Within the PGR, there is a specialized Office for Indigenous Affairs, which essentially performs a support function, providing officers of the Public Prosecutor's Department, investigators and officials on assignment with assistance in matters related to orientation, guidance, procedural affairs and administration, and enabling them to respond effectively, with the requisite promptness, efficiency and respect for the human rights of indigenous people who are being detained or who are subject to criminal proceedings. The Office has also provided legal assistance to indigenous people involved in crimes of a federal nature and to their relatives. Most of those involved are women. It also runs workshops on the subject of The Rights of Indigenous People in various communities. Here, too, most of the participants are women.

170. Furthermore, the PGR, through its Department for the Protection of Human Rights, and as part of the ongoing vocational training provided to police officers, provides instruction on the human rights of vulnerable groups, including indigenous people and women. Instruction is also provided to those training to become Federal Officers of the Court and Federal Criminal Investigators who, as part of their initial training, are given classes in human rights, including the themes of the rights of indigenous people and women.

171. In conjunction with the International Committee of the Red Cross, the PGR has run a number of seminars on the theme of International Humanitarian Law. These seminars have been directed at senior police officers (Commanders and Deputy Commanding Officers) and ministry officials working as instructors within their respective institutions.

> 426. The Committee recommends that all states of Mexico should review their legislation so that, where necessary, women are granted access to rapid and easy abortion.

172. As a complement to the response given in this report to the recommendation cited in paragraph 408 of document A/53/38/Rev.1 and to the section of this report referring to Article 12 of the Convention, we wish to emphasize to the Committee that each state of the Federation, in accordance with its constitutional powers, may define or modify its respective Criminal Code, and the sections therein stating whether or not abortion is criminalized.

173. Mexican legislation safeguards the right to life and protects the "product of conception at every stage of pregnancy" by making abortion an offence. However, it also states that, under certain conditions and certain circumstances, the expulsion of the unborn product of procreation is not punishable as a crime. At present, and in general terms, the criminal codes of most federal states that make up the Republic do not classify abortion as an offence, in the following cases:

- if it involves a woman who is pregnant as a result of rape;
- if it is performed to save a mother's life;
- if it results from an act of negligence on the part of the mother.

174. Also, as was explained earlier, some states do not consider abortion a crime in the following cases:

- if the product of conception is congenitally deformed;
- if it endangers the life of the mother;
- if the pregnancy is the result of artificial insemination performed without consent;
- if the woman already has three children and cannot provide socio-economic support for another child.

/...

175. During the period covered by this report, some legislatures have confirmed the grounds on which abortion is not punishable, in amending their local legislation, as is the case with Yucatán. In others, such as Guanajuato, approval was given for a draft initiative to amend the Criminal Code in August 2000 by abolishing rape as one of the grounds for which abortion is not penalized. This initiative did not enter into force, due to a veto imposed by the State Executive.

176. On 24 August 2000, the Gaceta Oficial of the Federation published a Decree introducing amendments and additions to various provisions of the Criminal Code for the Federal District (Arts. 332, 333 and 334) and the Code of Criminal Procedure of the Federal District (Art. 131a), in relation to the crime of abortion, increasing the number of grounds on which abortion is not penalized. The Decree sets out the following provisions:

> "Article One. - Articles 332, 333 and 334 of the Criminal Code for the Federal District are amended to read as follows:
>
> "Article 332. - A sentence of between one and three years' imprisonment shall be imposed on any woman who voluntarily performs an abortion or who allows another person to perform an abortion on her.
>
> Article 333. - The crime of abortion may be punished only after it has been performed.
>
> "Article 334. - A sanction shall not be imposed:
>
> I. When the pregnancy is the result of rape;
>
> II. When failure to perform an abortion would, in the opinion of the attending physician, seriously endanger the health of the pregnant woman, such physician having sought a second opinion wherever possible and wherever a delay is not deemed to be dangerous;
>
> III. When, in the opinion of two specialist physicians, there exists sufficient reason to diagnose that the product of conception shall be genetically or congenitally deformed in such a way that it may in consequence suffer serious physical or mental damage, and provided that the pregnant woman gives her consent;
>
> IV. When it is the result of culpable conduct on the part of the pregnant woman.
>
> "Article Two. - An addition is hereby made to Article 131b of the Code of Criminal Procedure of the Federal District. The article now reads as follows:
>
> "Article 131a. - The Public Prosecutor's Department shall, within a period of twenty-four hours, authorize the termination of a pregnancy, in accordance with the provisions of Article 334, Section I of the Criminal Code, provided that the following conditions have been satisfied:

I. An accusation of rape has been made;

II. The victim has stated that she is pregnant;

III. The pregnancy has been confirmed at a public or private health institution;

IV. There are indications leading the Public Prosecutor's Department to suppose that the pregnancy is the product of rape;

V. The pregnant woman has submitted a request.

177. On 25 September 2000, a group of legislators from the Partido de Acción Nacional and the Partido Verde Ecologista brought before the nation's Supreme Court an "action for unconstitutionality" with respect to Article 334 of the Criminal Code and Article 131a of the Code of Criminal Procedure, on the grounds that the said amendments were in violation of Articles 1, 4, 5, 14, 16, 21, 22, 49 and 133 of the Constitution of the Republic.

178. Some legislators have expressed different opinions about these amendments, raising the prospect that they may, at some point in the future, seek to overturn the amendments introduced into the legislation in question, up to the date of this report.

> 427. The Committee requests the wide dissemination in Mexico of the present concluding comments, in order to make the people of Mexico, and particularly its government administrators and politicians, aware of the steps that have been taken to ensure de facto equality for women and the further steps required in this regard. The Committee also requests the Government to continue to disseminate widely, and in particular to women's and human rights organizations, the Convention, the Committee's general recommendations and the Beijing Declaration and Platform for Action.

179. On 27 February 1998, the Ministry of Foreign Affairs and the Coordinating Office of the National Commission for Women held a working meeting, designed to inform non-governmental and governmental organizations about the presentation of the combined third and fourth reports of Mexico to the Committee for the Elimination of All Forms of Discrimination against Women, which took place on 30 January 1998, and to convey the Committee's recommendations. The observations and recommendations of the meeting's participants were duly noted, and will be used as additional elements in the implementation of the Convention.

/...

PART II

ADVANCES ACHIEVED AND ACTIONS IMPLEMENTED BETWEEN FEBRUARY 1998 AND OCTOBER 2000 WITH REGARD TO THE IMPLEMENTATION IN MEXICO OF THE 18 ARTICLES OF THE CONVENTION ON THE ELIMINATION OF ALL FORMS OF DISCRIMINATION AGAINST WOMEN

ARTICLES 1 AND 2

180. During the period covered by this report, and as a result of constitutional reform and legislative endeavours, new measures have been adopted regarding various matters related to the situation of women. It should be noted that despite these new ordinances, there has in general been no change with respect to the content of previous reports, in the sense that the Political Constitution of the United Mexican States contains explicit recognition of the equality of men and women before the law.

181. The period referred to in this report has been marked by the creation and strengthening of a number of specific bodies for the analysis of the situation of women within federal and local legislatures. Those bodies include the Equity and Gender Commissions, as well as the Bicameral Commission of the Congress of the Union, which is a constituent mechanism of the Women's Parliament of Mexico, charged with designing, drafting and promoting a national legislative agenda to help eliminate all forms of gender discrimination, as well as to promote government policies with a gender approach, ensuring respect for women's rights and the implementation of programmes intended for their benefit.

182. There follows a general overview of the main recent legal reforms and initiatives, discussed in terms of their impact on women. In some cases, they are discussed in greater detail within the sections of this report referring to the implementation of each specific article of the Convention.

Strengthening of the Human Rights Commissions

183. In 1992, Article 102 of the Constitution was amended in order to make the National Human Rights Commission an autonomous entity. To this end, the Commission was provided, for administrative purposes, with legal status, its own assets, and its own budget. It was also established that the Commission's president would be elected by the Legislative Authority from among a short list of candidates, for a period of 5 years, and that the President may be re-elected only once.

184. In the same vein, as part of efforts to increase the autonomy of the Human Rights Commissions of the states of the Republic, eleven Heads of Commission have so far been appointed by local state legislatures.

185. The Human Rights Commissions consider complaints regarding violations of individual guarantees and make recommendations, depending on the seriousness of the offence. The recommendations, which must be observed and complied with by the local authority, include warnings issued to public officials, dismissal of public officials, and the institution of criminal proceedings. The work of the Human Rights Commissions has focused in particular on the defence of the human rights of the most vulnerable groups, such as indigenous people, women and children.

186. In addition to emphasizing the defence of women's and children's rights, the CNDH has promoted the creation of specific areas for the defence of their rights, including not only the gender perspective but also the principle of the best interests of the child.

Advances in secondary laws

187. The Regulation of the Agrarian Act for the Promotion, Organization and Development of Rural Women was published in the Diario Oficial of the Federation on 8 May 1998.

188. On 6 March 1998 the National Handbook of Women's Health was published in the Diario Oficial of the Federation. The main purpose of the handbook is to help prevent and control cervical and breast cancer.

189. In December 1999, the Board of Directors of the Government Employee Social Services and Security Institute (ISSSTE) approved an amendment to Article 6 of the Regulation on Services for Children's Well-being and Development. The aim was to eliminate the restriction that denied workers who were married or living with another person for the second time, and who had custody of their children, the right to access nursery services. As a result of this amendment, children may now benefit from these services regardless of the marital status of their parents. This represents an advance because it means that State employees are no longer subject to different treatment in this regard on the basis of their gender.

190. Similarly, a number of health-related regulatory instruments, which set out criteria and procedures for the provision of health services, have been drafted and published in the Diario Oficial of the Federation. They include the following:

- On 6 March 1998, the Official Regulation on the Prevention and Control of Cervical Cancer was published in the Diario Oficial of the Federation. The Regulation was drawn up by the Health Sector, together with non-governmental organizations, based on a revision of the previous Official Regulation on this matter.

- On 20 October 1999, the draft Official Mexican Regulation NOM-190-SSA1-1999, Delivery of Health Services: Criteria for Medical Care in Domestic Violence was published in the Diario Oficial of the Federation, with a view to extending the advisory services provided by the Ministry of Health (SSA) to a wide range of governmental and non-governmental agencies, and thereby enhancing this ordinance. Following its revision and amendment, the Official Regulation was published in the Diario Oficial on Wednesday, 8 March 2000. The Regulation sets out, among other measures, the obligation for public, community and private institutions providing medical care to patients who have suffered domestic violence to notify the Public Prosecutor's Department of such cases.

- On 15 December 1999, the Agreement defining prohibited and restricted substances in the manufacture of perfume and beauty products was published in the Diario Oficial of the Federation. The Agreement identifies and restricts the use of more than 500 chemical, natural and colouring substances that are either toxic or harmful to people's health.

- On 17 November 1999, Official Mexican Regulation NOM-167 SSA-1887, on the provision of social services to minors and the elderly, was published in the Diario Oficial of the Federation. The Regulation sets out the procedures for standardizing principles, criteria, policies and strategies in the provision of services and the development of activities in the area of social services intended for children and the elderly, and applicable to the public and private services making up the National Health System.

- Official Mexican Regulation NOM-169 SSA-11998 on the provision of food aid to at-risk groups was published in the Diario Oficial of the Federation on 19 November 1999. This Regulation sets out the operational criteria for food-aid programmes, aimed at groups in situations of risk and vulnerable groups, including children, adults, the elderly and families that are becoming increasingly vulnerable due to their socio-economic situation.

- Official Mexican Regulation NOM-173-SSA1-1998 was published in the Diario Oficial of the Federation on 19 November 1999. This Regulation concerns comprehensive care services for the disabled and establishes the rules to be followed in this regard.

191. On 15 December 1999, the Joint Equity and Gender, Social Security and Legislative Studies Commissions of the Senate Chamber approved the Decree Reforming Section I and Abolishing Section IV of Article 24 of the Government Employee Social Services and Security Institute Act, with a view to establishing the legal equality of the working woman, by extending to her husband or common-law spouse the health services guaranteed to her under the same Act. On 29 April 2000, the Chamber of Deputies also approved the Decree.

192. Article 24 of the Decree states that: "The following rightful successors of the worker or pensioner shall, in the event of their sickness, also be entitled to the services set out under the first section of the previous article: the worker or pensioner's husband or wife or, if there is no husband or wife, the man or woman with whom the worker or pensioner has been living as if within marriage for five years prior to the sickness, or with whom the worker or pensioner has had children, provided that both parties remain free of marriage. If the worker or pensioner has more than one common-law wife or husband, none of these shall be entitled to receive the service." It is thereby established that nothing and nobody may circumvent women's legal interests, which include the legal equality of men and women, the legal protection of the organization and development of the family, and efforts to overcome inequalities between men and women.

193. In this context, the ISSSTE, under an agreement reached by its Board of Directors and published in the Diario Oficial of the Federation on 29 December 1999, created the Internal Commission for the Admission and Promotion of ISSSTE Personnel to Positions of Trust. The main goal of the Commission is to set out equitable standards regarding men and women's access to mid-level positions, as well as to build a career Civil Service within the institution.

/...

194. On 25 May 2000, the Decree abolishing, reforming and adding to various provisions of the Civil Code for the Federal District in the matter of Common Jurisdiction, and for the whole Republic in the matter of Federal Jurisdiction and of the Code of Civil Procedure for the Federal District was published in the Gaceta Oficial of the Federal District. The effect of these various amendments was to introduce the gender perspective in an emphatic manner.

Protection of the girl child

195. On 15 December 1999, the Chamber of Deputies of the Congress of the Union unanimously approved an initiative to amend the Political Constitution of the United Mexican States, adding a final paragraph to Article 4 of the Constitution, according to a text approved by the Senate Chamber on 10 December of that same year. Under the amendment, the rights of the child were elevated to constitutional level, in compliance with the commitments made by the Mexican State in ratifying international instruments related to the well-being of the child.

196. The initiative was preceded by broad public debate regarding the rights of the child, implemented at a national level through regional legislative forums, held during the months of May and June 1996.

197. In 1998 the text of the initiative was embellished in the Senate of the Republic and later in the Chamber of Deputies. In its final, approved form, the text of the initiative reads as follows:

> "Article 4 .....
>
> "Children are entitled to have their needs with respect to food, health, education and healthy recreation satisfied, with a view to their overall development.
>
> "Older relatives and guardians have a duty to preserve those rights. The State shall do everything in its power to encourage respect for the dignity of the child and the full exercise of the rights of the child. The State shall provide opportunities for individuals to help ensure fulfilment of the rights of the child."

198. In accordance with Article 135 of the Mexican Constitution, because this was a constitutional amendment, it required not only the approval of the Congress of the Union, but also that of a majority of state legislatures. It therefore had to be debated by local Congresses. It was published in the Diario Oficial of the Federation on 7 April 2000.

199. Together with the constitutional amendment, a draft Law, regulating Article 4 of the Constitution, and promoting and guaranteeing the human development of the child, was drafted and approved in April 2000. The Law on the Protection of the Rights of Children and Adolescents obliges the State, state and municipal governments, the family, and society as a whole to provide for the comprehensive development of minors. It was published in the Diario Oficial of the Federation on 29 May 2000.

200. The main points of the Law are the following:

- Children have a right to be cared for on a priority basis; not to be discriminated against for any reason; to be protected in their freedom; not to be abused; not to be sexually exploited; to have their own identity; and to have a right to and have access to education, without restriction.

- The law states that children who do not have a family shall enjoy the same rights.

- It sets out the obligation to create national public policy of social participation.

- It obliges families, neighbours, doctors, public employees or any other individual to report any fact indicating a violation of the rights of children, especially when acts of violence are involved.

- It states that the State shall provide protection to children deprived of their family.

- It establishes the criterion of the "replacement family" for cases where a child loses his or her family. The State must provide a family to look after the child, and create programmes preventing children from becoming separated from their family due to lack of resources.

- It guarantees children's right to play, to have an opinion, to think and to rest. It sets out the obligation to instigate special proceedings in the case of child offenders or children involved in serious crimes. It obliges society and the State to guarantee special rights to children with disabilities.

201. International Labour Organization Convention No. 182 on the Worst Forms of Child Labour, ratified by our country in March 2000, represents a major formal step toward the protection of the working child. Its central objective is to end such forms of labour, which may not be tolerated under any circumstances, anywhere.

The workplace

202. In order to increase employment opportunities for women and to improve protection of their rights, and in order to boost women's productive capacity, draft laws have been formulated to provide legal solutions to the priorities and demands of Mexican women. These draft laws will continue to be debated in the Congress of the Union.

International instruments

203. The promotion and protection of human rights, and women's rights in particular, has been a priority objective of Mexico's multilateral activities, and has been reflected in Mexican legislation and in national development programmes. In keeping with these positions, Mexico has also consistently

/...

promoted compliance with the long-term, legally binding commitments into which it has entered by signing and ratifying various international instruments.

204. On 17 October 1997, the Inter-ministerial Commission on Mexico's International Human Rights Commitments was set up. The Commission is made up of Departments of the Federal Executive and its function is to recommend policies and measures to ensure compliance with the international human rights commitments entered into by Mexico.

205. This Commission reviews international instruments to which Mexico is not a party, in order to study the viability of ratification by Mexico. In accordance with the recommendations of the Inter-ministerial Commission, the Government of Mexico has made significant efforts in this regard over recent years, as demonstrated by the following actions:

206. On 1 September 1998, the Decree enacting the Additional Protocol to the American Convention on Human Rights in the area of Economic, Social and Cultural Rights, or "Protocol of San Salvador," was published in the Diario Oficial of the Federation, and thereby incorporated into Mexican law.

207. On 12 November 1998, the Government of Mexico deposited the instrument of ratification of the Inter-American Convention on the Prevention, Punishment and Eradication of Violence Against Women, or Convention of Belém do Pará.

208. On 8 December 1998, the Decree under which the Senate of the Republic approved the formal declaration accepting the legal competence of the Inter-American Court of Human Rights was published in the Diario Oficial of the Federation. On 16 December, the instrument of ratification was deposited with the Secretary-General of the Organization of American States.

209. On 9 March 1999, the Government of Mexico ratified the International Convention on the Protection of the Rights of All Migrant Workers and Members of Their Families, adopted in New York on 18 December 1990.

210. The Government of Mexico signed the Optional Protocol to the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW) on 10 December 1999.

211. On 7 June 2000, the Government of Mexico deposited with the Secretary-General of the United Nations, in the city of New York, Mexico's instruments of accession to the 1951 Convention relating to the Status of Refugees, the 1967 Protocol relating to the Status of Refugees, and the 1954 Convention relating to the Status of Stateless persons.

212. On 27 March 2000, the Government of Mexico informed the Secretary-General of the Organization of American States that it had decided to withdraw the reservation it had submitted on signing the 1933 Convention on the Nationality of Married Women. The reservation in question stated: "The Government of Mexico reserves the right not to apply the present Convention wherever it conflicts with Article 20 of the Nationality and Naturalization Act, which stipulates that a foreign woman marrying a Mexican man is naturalized within the terms of the

Act provided that she holds or establishes her domicile within the national territory."

213. On 7 September 2000, the Government of Mexico signed the Statute of the International Criminal Court, adopted in Rome, Italy on 17 July 1998.

214. On the same date, Mexico signed the Optional Protocols to the Convention on the Rights of the Child, on the involvement of children in armed conflict and on the sale of children, child prostitution and child pornography.

215. Mexico deposited with the Secretary-General of the United Nations the instrument of acceptance of the amendment to Article 43(2) of the Convention on the Rights of the Child, which entered into force on 28 June 2000.

ARTICLE 3

Progress regarding institutional mechanisms for the advancement of women

216. With effect from 31 August 1998, the governmental women's office was strengthened through the creation of the National Commission for Women (CONMUJER). The Commission's powers include the formulation of policies, guidelines and criteria for the integration, follow-up, monitoring, evaluation and control of the National Programme for Women: Alliance for Equality 1995-2000 (PRONAM) and the monitoring of compliance with the programme by the various departments of the Federal Administration and public-sector entities.

217. The National Commission is endowed with an Inter-ministerial Board, which was set up in April 1999, and a Coordinating Office.

218. The Inter-ministerial Board is an organ charged with consultation and follow-up activities with respect to PRONAM, and is composed of representatives of the Ministries of the Interior; Foreign Affairs; Treasury and Public Credit; Social Development; the Environment Natural Resources and Fisheries; Trade and Industrial Promotion; Agriculture, Livestock Raising and Rural Development; Financial Control and Administrative Development; Public Education; Health; and Labour and Social Security, as well as representatives of the Mexican Social Security Institute, the Government Employee Social Security and Services Institute, the National Institute of Statistics, Geography and Informatics, and the National Scheme for Comprehensive Family Development.

219. The Coordinating Office of the National Commission for Women is a decentralized administrative body attached to the Ministry of the Interior, which replaces the previous Coordinating Office of the National Programme for Women. The Office oversees the legal representation of the National Commission and performs the following functions:

- To assume responsibility for the legal representation of the National Commission for Women, except in matters that fall within the competence of the Inter-ministerial Board, in which case the Board shall be represented by the public employee presiding over the Board or by whomever shall be expressly delegated as its representative;

/...

- To plan, draft, direct and evaluate the functioning of the Commission and to formulate periodic reports as appropriate;
- To propose policies, guidelines and criteria for the integration, execution, monitoring, evaluation and control of the National Programme for Women;
- To coordinate, together with departments and agencies of the Federal Administration, the introduction of the gender focus into policies, strategies and actions of the National Programme for Women and, internally, to support the formulation of corresponding women's programmes, as well as mechanisms designed to help such departments and agencies to execute the programme;
- To establish, together with federal entities and municipalities, mechanisms for coordinating the implementation of strategies, policies and actions of the National Programme for Women, in their respective areas of competence, and using the legal and programme methods set out in their laws;
- To agree, together with political, economic and social organizations, as well as with any interested legal entities, on the implementation of activities conducive to the achievement of the objectives and goals of the National Programme for Women;
- To establish links with legislators of the Congress of the Union, the Congresses of the States and the Legislative Assembly of the Federal District, in order to promote the necessary legal provisions;
- To sign collaborative conventions and contracts with autonomous agencies and representative organizations concerned with economic and social issues, as well as with natural persons and legal entities, on matters related to the powers of its own Coordinating Office, in accordance with the applicable legal provisions;
- To submit periodic evaluation reports, within the framework of the National Planning System, concerning the actions implemented in compliance with the National Programme for Women;
- To propose to the Ministry of the Interior, through the under-secretary for Population and Migratory Services, the organizational, functional, budgetary and programmatic structure of the Coordinating Office, and to hire and manage the necessary human resources, in accordance with the legal and regulatory provisions in force.

220. In addition to these agencies, the National Programme for Women's Social Monitoring Board and Consultative Board remain in force.

Inter-institutional actions by Federal Government agencies

221. On 13 November 1998, the Decree amending the Internal Regulations of the Ministry of Foreign Affairs was published in the *Diario Oficial* of the

/...

Federation. Article 6, Section 20 of the Regulations defines one of the functions of the Head of the Ministry as follows: "To agree on actions necessary for the implementation of the National Programme for Women, within the framework of foreign policy, and those policies relating to compliance with Mexico's international commitments in the area of gender, in coordination with the Ministry of the Interior and its decentralized agencies." In operational terms, this function has been exercised since 1994 by the Office for the Coordination of Women's International Affairs, which has provided an integrated follow-up to the theme of women's advancement, not just within the United Nations system, but also within the forums of the Inter-American system, the Action Programme for Economic Cooperation (APEC) and the Organization for Economic Cooperation and Development (OECD), among other agencies.

222. The creation of the Coordinating Office of the National Commission for Women and the permanent endeavours of the Office for the Coordination of Women's International Affairs have enabled the Government of Mexico to maintain a consistent position regarding the theme of women, both in terms of domestic policy and with respect to the planning of Mexico's foreign policy.

223. In March 1998, the Ministry of Foreign Affairs decided to adopt the Programme for Women of the Ministry of Foreign Affairs, with a view to fulfilling the strategic objectives of the National Programme for Women: Alliance for Equality 1995-2000. Compliance with the programme's objectives is mandatory for all Federal Government departments.

224. Implementation of the Programme for Women of the Ministry of Foreign Affairs involves the following strategies:

I. Incorporation of the objectives and strategies of the National Programme for Women in the general objectives and guidelines of Mexico's foreign policy.

II. Measures designed to improve the status of women at the Ministry of Foreign Affairs and the Mexican foreign service, addressing the areas of education and training, health, work and family responsibilities, women's rights and participation in decision-making, combating violence and development of statistics.

225. In June 1998, the Internal Regulations of the Ministry of Labour and Social Security (STPS) were published in the Diario Oficial of the Federation. Article 2 of the Regulations, which specifies the administrative departments making up the Ministry, incorporated the Department of Equity and Gender. The subprogrammes related to the promotion, recognition and assessment of women's labour, which are administered by the Department of Equity and Gender, are as follows: dissemination and defence of the rights of working women, gender policies, employment promotion and management.

226. There are also two ministerial departments that continue to address the theme of women from a sectoral standpoint: the Department of Reproductive Health of the Ministry of Health, and the Ministry of Agriculture, Livestock Raising and Rural Development's administrative unit in charge of the Programme for Women in Rural Development. The Ministry of Social Development has a Department of

/...

Gender Affairs which incorporates the gender perspective in its programmes. The Ministry of the Environment, Natural Resources and Fisheries (SEMARNAP) has also set up a Department of Gender and the Environment, which is dependent on the Department of Planning.

227. Of particular note with regard to the decentralized agencies of the Federal Administration is the appointment of the Technical Secretary of the Board of Equity and Gender Policies of the Government Employee Social Security and Services Institute (ISSSTE).

Institutional mechanisms at the State level

228. As a result of the promotion and implementation of the National Programme for Women, offices for women's affairs had been set up within the governments of 28 federal entities by May 2000. Of those offices, that of Guerrero, which was set up in 1987, has the rank of Department, while those of the Federal District and 12 other states (Baja California Sur, Colima, Guanajuato, Michoacán, Puebla, Quintana Roo, Sinaloa, Sonora, Tamaulipas, Tlaxcala, Yucatán and Zacatecas) are called Women's Offices. Ten states (Campeche, Coahuila, Chiapas, Morelos, Nuevo León, Oaxaca, Querétaro, San Luis Potosí, Tabasco and Veracruz) have set up Coordinating Offices or Coordinating Authorities for women. In Aguascalientes, Baja California and Jalisco, mechanisms operate through their respective State Population Councils, while in Hidalgo, the office takes the form of a Council.

229. In the four remaining states (Chihuahua, Durango, Estado de México and Nayarit) the creation of such an office is either pending or in the process of completion.

230. In an effort to coordinate activities among the different states, six national meetings have been held on the theme of Interstate Cooperation "Alliance for Equality" and two meetings have been held on the theme of Interstate Cooperation. One meeting has been held on the subject of state networks for the support of rural women, while another has been held on the methodology of the Programme for Socio-economic and Gender Analysis (ASEG).

Legislative mechanisms

231. Within the legislature, one might note the creation of the Equity and Gender Commissions within both Chambers of the Federal Congress and within the House of Representatives of the Federal District, as well as the proposal for the creation of such commissions within all state legislatures.

Participation of non-governmental organizations

232. In order to implement the National Programme for Women and related projects, the Coordinating Office of the National Commission for Women has strengthened its relationships with organizations of civil society regarding a wide range of activities, including initial consultation, training activities, implementation of actions, and follow-up and evaluation.

233. Other programmes or mechanisms with competence in the theme of the situation of women have also included non-governmental organizations in the

/...

implementation of its actions, or have consulted such organizations regarding the definition of programmes or specific measures. Those organizations include the Advisory Board of the National Programme to Combat Domestic Violence (PRONAVI); the National Inter-institutional Commission for Implementation of the Plan of Action against the Sexual Exploitation of Minors for Profit; the National Coordinating Committee of the National Programme "More and Better Jobs for Women in Mexico"; the Comprehensive Quality and Modernization Programme (CIMO/STPS); the Gender Focus Working Group of the Citizen's Advisory Board of the Ministry of Social Development (SEDESOL); and the National Network for Technical Cooperation among Institutions and Agencies for the Support of Rural Women. The Institute for the Definition of Basic Methodological Guidelines for the Application of the Gender Focus to Public Policy, which is run by CONMUJER, has three constituent bodies, including the non-governmental organizations that make up the Mexican Chapter of the campaign "The World Bank in the Eyes of Women."

234. Also worthy of note are the actions implemented by organizations of civil society which, together with public and private institutions, have been responsible for formulating theories, preparing statistics and conducting research. They have also promoted and supported a number of ideas that have found approval in the legislative arena, generating new and better laws for the effective protection and safeguarding of women's rights. Of particular note among the many such organizations are Grupo Plural Pro Victimas, the Mexican Institute for Research into the Family and Population (IMIFAP), Comprehensive Training for Women (FIPAM), Bufete Jurídico Gratuito Social, the National Programme for the Elderly (PRONATE), the Mexican Association to Combat Violence against Women (PREVIO), the Interdisciplinary Group on Women, Work and Poverty (GIMTRAP), the Information Group for Reproductive Choice (GIRE) and the Group for Women's Popular Education (GEM).

Gender analysis

235. During the period covered by this report, there has been a certain degree of improvement in the ability of government departments to apply the gender focus in its programmes. Furthermore, at an institutional level, the gender approach has been extended to areas that were not initially covered by PRONAM, such as the environment.

236. Among the leading initiatives to increase the degree to which gender analysis is included in the formulation of State policy is the aforementioned Institute for the Definition of Basic Methodological incorporation of Guidelines for the Application of the Gender Focus to Public Policy. The Institute represents a response to the joint interests of the Mexican Government, in the form of CONMUJER's Coordinating Office and the Treasury and Public Credit and Foreign Affairs Ministries; the multilateral banking community, in the form of the World Bank and the Inter-American Development Bank; and the non-governmental organizations that make up the Mexican Chapter of the campaign "The World Bank in the Eyes of Women," as regards the promotion of the incorporation of the gender focus in public policy.

237. The general objective of the Institute is to identify elements for the formulation of methodologies with regard to the incorporation of the gender

focus in public policy, based on the experience of governmental institutions, academic institutions, organizations of civil society and the multilateral banking community.

238. Since March 1999, the Coordinating Office of the National Commission for Women, with the support of the World Bank, has been running the Project for Institutional Strengthening in Gender Issues (PFIG). The aim of this project is to increase the ability of Mexico's public sector (and specifically that of civil servants and senior planning officials) to design and implement public policies and institutional programmes that take the gender focus into account and respond to the various needs and priorities of men and women.

239. As a result of the efforts made in this area, the Ministry of Labour and Social Security, through the Department of Equity and Gender, has held a number of workshops and seminars. Of particular note in this context are those workshops and seminars aimed at decision-makers within the Ministry itself, in the presence of the Minister, and the Gender Workshop, aimed at executives of Televisa, the world's largest Spanish-speaking television station. The result was the production of a soap opera incorporating a gender focus. Entitled "Amigos por Siempre," this programme was broadcast nationwide during the first half of 2000.

Identification in the Federation's Expenditure Budget for programmes and actions of the Federal Administration having an impact on the social status of women

240. Because the priority actions of the National programme for Women 1995-2000 are implemented by the departments of the Federal Administration on a mandatory basis, the budget devoted to those programmes makes up part of the budgets of each institution. Therefore, in 1996, when the then Executive Coordinating Office of PRONAM began its activities, it was decided that it would be necessary to identify, within each department and entity of the Federal Government, which programmes and actions were part of the institution's efforts to improve the social status of women.

241. The work of identifying the relevant programmes and actions was carried out by CONMUJER and validated by the departments and entities of the Federal Government. On the basis of data from the Account of the Federal Public Treasury for 1996, it was revealed that out of 416,128,773.7 thousand pesos earmarked for that financial year, only 94,828,447.1 thousand pesos were identified as having been spent on behalf of women (equivalent to 22.8 per cent of the total funds earmarked).

242. For 1997, despite the fact that the budgeted expenditure of the Federal Government increased significantly, to 514,060,232.6 thousand pesos, only 13.2 per cent of that total (71,341,787.1 thousand pesos) was identified as having been spent on actions on behalf of women.

243. In the budget for 1998, the amount of funds identified as having being spent on actions on behalf of women rose compared with the previous year. At 113,997,429.0 thousand pesos, those resources represented 17.3 per cent of the total budgeted expenditure of the Federal Administration, which for that year rose to 657,510,092.7 thousand pesos.

244. In 1999, departments of the Federal Administration proved increasingly ready to earmark and identify greater resources on behalf of women. Out of total budgeted expenditure of 738,459,780.3 thousand pesos, 157,335,402.3 thousand pesos were confirmed as having been earmarked for programmes on behalf of women during that fiscal year, representing 21.3 per cent of the total.

245. The identification of resources for the year 2000 is an exercise that is still pending and will be incorporated into planning activities, since the relevant data can be incorporated next year, once the incorporation of the Account of the Federal Public Treasury has been concluded.

Development of statistics

246. The Government of Mexico has achieved major advances on behalf of women, such as the increasing visibility of women in statistics, the identification of gaps in the National Information System, the incorporation of new variables among regular information sources (thereby making it possible to analyse data from a gender perspective), as well as the construction of a system of indicators that make it possible to provide follow-up to the situation of women at a national level.

247. The National Institute of Statistics, Geography and Informatics (INEGI) has since 1995 been producing data and indicators designed to highlight situations of inequality between men and women, and has done so in an increasingly comprehensive and accurate fashion. To this end, it has developed a range of activities in the field of basic and derived data processing, designed to show the extent of the differences between statistics for men and women, and thereby help create public policies aimed at achieving overall equality and adapting the national statistical system to our country's need for data with a gender focus.

248. The method used by INEGI to increase the use of the gender focus in statistics has involved a number of different areas. The first exercise was to review the theoretical and methodological approaches used to acquire, collect, process and analyse data concerning men and women. A meticulous checking of data sources was also carried out, to determine which of them incorporated a gender focus, and in which cases it would be necessary to incorporate, amend or adapt such a focus.

249. In 1993 the National Office for the Coordination of Gender Studies was created. By the middle of that year, indicators taking account of the differences in data had begun to appear.

250. In 1995, the following activities were carried out at INEGI:

- Review of the conceptual framework governing the acquisition of information.

- Analysis of data-processing methods, variable classifications, definitions and catalogues.

- Reprocessing of census and surveys and supplementary activities designed to incorporate gender analysis into the broad field of sociodemographic statistics.

251. In this context, an example of the advances achieved is the National Survey of Household Income and Expenditure, to which more than 50 alterations, additions or adjustments were made.

252. Furthermore, a number of workshops, seminars, meetings and conferences were also held, at a national and international level, either supporting or supported by CONMUJER and UNIFEM.

253. Five major projects have also been implemented, together with INEGI and CONMUJER, since 1996:

- The creation of a database of indicators, which may be updated on a permanent basis.
- The continuous gathering of supplementary information and new indicators, by reprocessing the available data.
- The promotion of exchanges between producers and users, with a view to encouraging the appropriate use of data and better planning of public policy.
- The creation of a system of indicators facilitating the follow-up and evaluation of actions implemented under the National Programme for Women.
- The gathering of information about work, use of time and contributions made at the household level.

254. As a result of the aforementioned projects, the System of Indicators for Follow-up regarding the Situation of Women in Mexico (SISESIM) was set up. The creation of this system represented a major step in the process of promoting the use of statistics with a gender focus, as it incorporated a range of computer-based programmes, including a series of indicators showing the demographic, social, economic and political situation of Mexican women with respect to that of men.

255. The various indicators produced focus on the following themes:

(a) Demographic situation.
(b) Education.
(c) Work.
(d) Health and social security.
(e) Homes, families and housing.
(f) Political participation.

256. A number of publications were also produced, addressing various aspects of the gender perspective. INEGI played a significant role in their production. Those publications are the following:

/...

- Statistical profile of the Mexican people: An assessment of socio-economic, regional and gender inequities, 1995.

- Mexican women: A statistical summary for the end of the 20th Century, 1995.

- Women and men in Mexico.

- Mexican families, 1998.

- Employment statistics with a gender focus.

- Domestic and non-domestic work in Mexico.

- Educational statistics for men and women, 2000.

- Gender differences regarding contributions to home and use of time.

- Homes where a woman is head of household.

- Household and family indicators, broken down by federal entity.

- Information system for follow-up regarding the situation of women in Mexico.

257. Within this framework, the 2000 Twelfth National Population and Housing Census was revised to ensure that it included the gender focus. The Census was conducted from 7 to 18 February 2000. Between 21 February and 3 March, visits continued to be made to houses in certain areas. The goal of these visits was to validate information and monitor coverage, as well as to conduct interviews in homes which, for some reason (usually because the individual concerned was not at home) had not been included in the first phase. The Census covered every village in the country.

258. The section devoted to responses of women aged 12 and over included specific questions about maternity: number of living children, place and date of birth of most recent child, and deceased children.

259. The extended questionnaire included other variables that were useful in terms of exploring certain themes in greater depth. It also covered other variables which, because of difficulties of collection and limitations of time, could not be included in the basic questionnaire, but were indeed reflected in the extended questionnaire.

260. The preliminary results of the Census for the year 2000 were published in June 2000.

Challenges regarding the strengthening of the national mechanism for the advancement of women

261. The Consultative Board and Social Monitoring Board of the National Programme for Women 1995-2000 (PRONAM) made a recommendation for the creation of a decentralized public agency with legal status and its own assets, which could

be responsible for whatever national research activities, pilot projects or proposals it considered necessary for government agencies, and which should be given the requisite autonomy and powers deriving from its specific and basic function to work on behalf of Mexican women. Consequently, in July 1999, the Consultative Board and Social Monitoring Board of PRONAM proposed to the Ministry of the Interior that the National Institute for Women be set up.

262. In the opinion of the consultative and monitoring staff of PRONAM, the way in which the Coordinating Office of CONMUJER had exercised its powers at a national level clearly demonstrated not only that it would require technical autonomy, but also that its administrative capacities would need to be extended to cover every area of the nation's life.

263. In accordance with Article 26 of the Mexican Political Constitution, the new Executive will be responsible for integrating into the National Development Plan 2001-2006 its ideas with regard to the measures needed to continue efforts to achieve gender equality and equity. Its programme must incorporate the provisions of international treaties ratified by the Mexican State, as well as the recommendations of the Fourth World Conference on Women, those deriving from the 23rd special session of the General Assembly of the United Nations, given concrete form in the document entitled Further declarations and initiatives to implement the Beijing Declaration and the Platform for Action and, at a regional level, those contained in the Regional Programme of Action for Women of Latin America and the Caribbean 1995-2001, of the Economic Commission for Latin America and the Caribbean, besides any amendments that may be applicable to certain procedures or instruments.

ARTICLE 4

264. Prominent among special temporary measures aimed at accelerating de facto equality between men and women are those implemented as part of efforts to overcome poverty and those implemented by political parties to increase women's access to decision-making.

265. One of the measures introduced as part of efforts to overcome poverty is the Education, Health and Food Programme (PROGRESA). This programme began in August 1997, and is aimed primarily at families. Its actions are designed to benefit all members of the household, but they also ensure that priority attention is given to children, young people and mothers.

266. This programme seeks to improve the status of women and to promote women's crucial role in the development of the family and the community. To this end, the programme seeks to meet women's various needs with respect to caring for their health and their nutritional situation, as well as to provide information and knowledge helping to promote their personal development. Of particular importance in this context is the need to offer educational opportunities to adult women, linking the content of educational programmes to themes that are relevant to the programme's objectives.

267. As the Committee has been informed, PROGRESA comprises three closely linked components. Through the award of educational scholarships and through the provision of support for the purchase of school supplies, the education

component enables children and young people to receive a complete basic education, promoting their enrolment in, and regular attendance at school, as well as the participation of parents, with a view to improving children's school performance. The health component offers medical care to all family members and promotes more effective use of health services, with a predominately preventive focus. Under the food component, families are awarded a benefit payment and food supplements for infants up to two years old and for children between two and five years old showing some degree of malnutrition, as well as for pregnant or breastfeeding women, with the aim of improving the food consumption and the nutritional status of members of families with limited resources.

268. Because of its rural orientation, the programme has been able to provide care to population groups living in marginal villages, which are hard to reach, both because of their size and because they are dispersed over a wide area. Of all the villages addressed by PROGRESA, 96.8 per cent have fewer than 1,500 inhabitants, and most have between 100 and 500 inhabitants. Of these communities, 84.8 per cent are highly or very highly marginalized.

269. During the year 2000, PROGRESA operated in 2,156 municipalities and more than 53,000 villages, benefiting more than 2.6 million families. In 1997, the programme's first year of operation, it had operated in 456 municipalities, 10,769 villages, and benefited approximately 300,000 families. As a result, three out of every four poor rural and semi-rural families are beneficiaries of the programme. Around 80 per cent of all families live in the 94 regions defined as being of priority concern, and the programme has reached 41,712 communities located in 1,527 of the 1,595 municipalities within these regions. Information gathered through surveys conducted among beneficiary families indicates that 60 per cent of them were receiving direct subsidy from the Government for the first time.

270. The benefit payments awarded directly to every mother are equivalent to an increase of around 25 per cent in the average income of beneficiary families. This increase in their income has led to changes in patterns of consumption among the families. After PROGRESA had been operating for a year, families' consumption of fruit and vegetables had risen 19 per cent, while their consumption of dairy products had risen 33 per cent, and their meat consumption had risen 24 per cent. Positive changes were also observed in consumption patterns with respect to certain other products, such as clothes and shoes.

271. At the beginning of the 1999-2000 school year, the number of educational facilities attended by students benefiting from programme scholarships had risen to 73,505 (almost 55,000 primary schools and over 18,000 secondary schools), and 60 per cent of the country's public schools have at least one PROGRESA scholarship holder.

272. Secondary school enrolments have increased significantly. During the school year 1999-2000, at the telesecundarias (television-based distance-learning secondary schools) attended by pupils benefiting from the programme, the average number of students was 70, representing a 25 per cent increase compared with the 1996-1997 school year, before the programme began. At telesecundarias with no pupils benefiting from PROGRESA, the average student enrolment remained unchanged.

273. Furthermore, the number of women to every 100 men in the first and second grades of *telesecundarias*, where most of the scholarship holders at this educational level may be found, rose from 81 to 90 between the school years 1994-1995 and 1999-2000, representing an increase of 11 per cent. Thus, the discrepancy between enrolment rates among boys and girls at the secondary level is gradually being reduced, as a result of the programme's equal-opportunity focus.

274. The PROGRESA programme has produced an increase in enrolments among boys, girls and young people, bringing the promise of better future employment and salary opportunities. It is presently estimated that incomes among those completing secondary education are 26 per cent higher than among those who leave school at the end of the primary cycle. In this way, support provided under PROGRESA contributes toward the acquisition of skills and the development of human capital, bringing greater well-being over the medium and long term.

Education, Health and Food Programme (PROGRESA)

Actions	1998	1999 estimate
Total No. of PROGRESA beneficiaries (children and adolescents under 18 years of age)		3.3 million
EDUCATION (monthly educational scholarships awarded to girls in grades between third primary grade and third secondary grade)[1]		
Girls benefiting during the school year 1998-99	8,116,000 scholarships	10,429,000 scholarships
HEALTH (prevention of infant malnutrition in girls)		
Medical consultations given to beneficiary families[2]	4.7 million	14.2 million
Training courses in health, nutrition and hygiene	957,000 courses	1,283.2 courses
Rural health infrastructure (first-level facilities)		8,370 facilities
Mobile health teams		1,186 teams 506 facilities
Team improvement		
FOOD		
Food supplements given to pregnant and breastfeeding women[3]	101.1 million	192.9 million
Food supplements given on a daily basis to children under 5 years old	73.49 million	175.9 million
Food supplements given to children between 4 months and 2 years old, and to children between 2 and 5 years old showing some degree of malnutrition	153.1 million	366.5 million

---

[1] After the first primary grade, the number of scholarships awarded to girls is 15 per cent higher than the number awarded to boys.

[2] The number of nutritional-care visits for children under five years old rose by 12.2 per cent.

[3] The supplements provide 100 per cent of the required micronutrients and 20 per cent of the required calories.

/...

Access to power and decision-making

275. In January 2000, the Consultative Board and Social Monitoring Board of the National Programme for Women, as well as the Coordinating Office of the National Programme for Women, proposed to the country's 11 political parties that at least 30 per cent of the candidates for popular election at the elections of 2 July should be women. This proposal was in accordance with Provisional Article 22 of the Federal Electoral Institutions and Procedures Code.

276. At the elections of July 2000, according to data provided by the Federal Electoral Institute (IFE), the participation of women increased by 16.4 per cent in the Senate Chamber (21 senators out of a total 128 seats) but fell by 16.2 per cent in the Chamber of Deputies (81 deputies out of a total seats), with respect to the previous legislature.

Senate Chamber: Legislatures 46-58

		Absolute figures			Percentages	
Legislature	Years	Total	Men	Women	Men	Women
46-47	1964-1970	58	56	2	96.6	3.4
48-49	1970-1976	60	58	2	96.7	3.3
50-51	1976-1982	64	59	5	92.2	7.8
52-53	1982-1988	64	58	6	90.6	9.4
54	1988-1991	64	54	10	84.4	15.6
55	1991-1994	64	60	4	93.8	6.3
56	1994-1997	128	112	16	87.5	12.5
57	1997-2000	128	109	19	85.2	14.8
58*	2000-2003	128	108	21	84.4	16.4
Total	1964-2003	758	674	84	87.5	12.5

Source: PRONAM. More Women in Congress, 1997.

* Data provided by the Senate Chamber of the Congress of the Union, October 2000.

/...

Chamber of Deputies: Legislatures 42-58

		Absolute figures			Percentages	
Legislature	Years	Total	Men	Women	Men	Women
42	1952-1955	162	161	1	99.4	0.6
43	1955-1958	160	156	4	97.5	2.5
44	1958-1961	162	154	8	95.1	4.9
45	1961-1964	185	176	9	95.1	4.9
46	1964-1967	210	197	13	93.8	6.2
47	1967-1970	210	198	12	94.3	5.7
48	1970-1973	197	184	13	93.4	6.6
49	1973-1976	231	212	19	91.8	8.2
50	1976-1979	236	215	21	91.1	8.9
51	1979-1982	400	368	32	92.0	8.0
52	1982-1985	400	358	42	89.5	10.5
53	1985-1988	400	358	42	89.5	10.5
54	1988-1991	500	441	59	88.2	11.8
55	1991-1994	499	455	44	91.2	8.8
56	1994-1997	496	426	70	85.9	14.1
57	1997-2000	500	413	87	82.6	17.4
58[*]	2000-2003	500	420	80 (81[**])	84.0	16.0 (16.2[**])
Total	1952-2003	5 448	4 892	556	88.6	11.4

Source: PRONAM. More Women in Congress, 1997.

---

[*] Diario Oficial, 30 August 2000, and data provided by the Chamber of Deputies of the Congress of the Union, October 2000.

[**] At November 2000.

Institutional framework

277. In response to the presidential initiative to create more effective avenues for women's professional development, the Government Employee Social Security and Services Institute (ISSSTE) promotes the introduction of regulations designed to give all ISSSTE staff - men and women - equal opportunities to accede to positions of responsibility.

/...

278. To this end, the ISSSTE decided to create the Internal Commission for the Admission and Promotion of ISSSTE Personnel to Positions of Trust, which makes recommendations about competitive examinations and courses with a view to promoting equal opportunities among men and women applying for vacant positions of trust within the Institute. Its functions and structure are regulated by the rules for integration and operation published in the Diario Oficial of the Federation on 29 December 1999, by Agreement with the Director-General of the ISSSTE.

279. The Internal Commission began its operations in February 2000. It comprises the Director-General of the ISSSTE, as President; the Deputy Director of Legal Affairs and Labour Relations, as the Technical Secretary; the Deputy Director of Human Resources; and two representatives - one man and one woman - from the management unit concerned with promotion, as well as other representatives appointed by the Institute's Internal Monitoring Board and the Technical Secretary of the ISSSTE Board of Equity and Gender Policies, who serve as guest members.

280. The Commission has thus far held three meetings, approving its own rules and procedures and making five proposals (of which four were in favour of women).

281. In order to ensure the eradication of sexism with respect to the promotion of staff to positions of trust, the aforementioned Agreement stipulates that all promotions must involve candidates of both genders.

282. This affirmative measure will also help strengthen the career Civil Service at the ISSSTE, by ensuring that men and women remain in their jobs.

283. The ISSSTE also published a study entitled "Working women in the service of the State: Realities and Challenges," which seeks to go deeper into the realities of the social and working lives of women workers, with a view to implementing policies that are in keeping with their specific needs.

ARTICLE 5

1. Change of stereotyped attitudes

Education

284. Among the strategies adopted to help change stereotypes that are harmful to women has been that of reviewing, from a gender perspective, the plans, programmes, textbooks and other educational materials of the national education system. The goal is to eradicate all stereotyped content regarding women and all stereotyped images of women and to highlight the importance of women's role with respect to the social life of the country and the well-being of the family.

285. To this end, the Ministry of Public Education has taken measures to include both gender content and elements of sex education in new textbooks and in basic education curricula, in an effort to promote equality between men and women in daily life. In the same way, the educational content of pre-school, primary-

/...

school and secondary-school curricula is also being improved, and new printed and audio-visual teaching materials are planned for teachers and pupils, incorporating elements regarding equity between men and women.

Communication media

286. As one of the priority actions of the National Programme for Women, the communication media have been used in an effort to mobilize public opinion toward changing stereotypes. The programme states that "massive campaigns should be undertaken in the communication media to disseminate information about the range of roles played by women, highlighting the urgent need to promote their participation in all areas of social life, on equal terms with men."

287. To this end, under a joint action of the National Commission for Women, the Government of the Federal District, and the Group for Women's Popular Education (GEM), a Mexican non-governmental organization, and with the support of other international non-governmental organizations, the campaign Atentamente, las Mujeres ("Showing respect for women") was designed and disseminated, with the aim of raising people's awareness of the discriminatory and sexist treatment of women.

288. Among the actions designed to implement the campaign's objectives, a series of radio and television spots was broadcast between May and September 1998, both in the Federal District and in various states of the Republic. A total of 50,000 radio messages were broadcast, and a total of 141,831 television spots were shown, via nine Federal District stations and 387 relay stations located around the country.

289. The campaign was repeated in 1990, between May and November, at a national level, via radio and television. Due to the success achieved by the campaign in 1998 and 1999, it is being repeated in 2000, with the addition of spots devoted to the theme of "Young girls."

290. In an effort to determine the perceptions of men and women regarding the gender stereotypes portrayed in Mexican commercials, CONMUJER, with the help of UNICEF, launched, in 1997, a project entitled Analysis of Stereotyped Images in the Communication Media. The results of that study were made into a book, entitled Not so strong and not so fragile: results of a study on stereotypes and sexism in television commercials and distance-learning. The book was distributed from February 1999 onward.

291. Various awareness-raising campaigns aimed specifically at women were conducted during 1999 in an effort to help boost their self-esteem and make them aware of their values and their rights. Those campaigns included the following:

- Campaign commemorating effective suffrage in Mexico, based on the theme "The vote: a victory that empowers us."

- Campaign for senior citizens, based on the theme "Toward a Mexico for all ages," with the support of the Interagency Group of the United Nations.

/...

- Asunto de mujeres ... y de los hombres también ("A woman's affair ... and a man's too"): radio programme co-sponsored by CONMUJER.

- "Women and image: mirror of reality" (co-sponsored by the Puebla Women's Institute).

- Television series Mujeres y poder ("Women and power") which is among the most important projects reflecting on the role played by women in politics and their opportunities for political action, based on interviews with prominent women (Channel 11).

292. With respect to the printed media, a number of newspaper supplements and specialized magazines have been published, with a view to making people aware of advances made in the area of equity, enabling women fully to exercise their rights. Those publications include:

- The Equis Equis supplement to the Excélsior newspaper, distributed nationwide.

- The University of Colima's Géneros magazine.

- The Puebla Women's Institute's Género magazine.

Academic research

293. There are a number of different academic programmes in Mexico dedicated to research and teaching on the situation of women in the country. These programmes are doing important work in terms of introducing the gender perspective and training human resources, as well as designing, developing and evaluating research. They include the following:

- The Interdisciplinary Programme for Women's Studies (PIEM) of the College of Mexico.

- The University Gender Studies Programme (PUEG) of the National Independent University of Mexico.

- The Department of Women and Gender Relations of the Faculty of Politics and Culture of the Metropolitan Independent University at Xochimilco, which offers a Doctorate in Social Sciences with a specialization and Master's Degree in Women's Studies. The programme's first class graduated in the year 2000.

- The Master's Degree on Rural Women, offered by the Independent University of Chapingo.

- The National University of Education.

294. The University Gender Studies Programme (PUEG) has established relationships with various institutes of higher education, in different states of the Republic, that have programmes, specialized departments, or projects focusing on gender studies. This work has played a central role in the

/...

development of around 30 centres and programmes at educational institutions around the Republic. The interchange between these institutions has led to the creation of the National Network of Mexican Gender Studies Programmes and Higher Education Institutes.

2. Equality of family responsibilities

295. The family is the basic unit of society and the sphere in which individuals do most of their socializing. The family may not be conceived merely as the sum of its parts, but as a group entity with its own essential functions and needs; a stable point of reference and a centre for interpersonal relationships. The family connects successive generations, passes on the physical traits of group members and articulates lines of kinship through an intricate web of social interconnections. The family is the setting for biological reproduction, but it is also the place where assets and property, as well as guidelines for behaviour and rules of coexistence, are transmitted to succeeding generations. The family plays a decisive role in moulding the character of the individual. It instils ways of acting and thinking, which then become customs, and functions as a space in which cultural patterns and practices are created and passed on.

296. As has been noted in previous reports, one of the strategic focuses of the National Programme for Women is that of "Women and the Family," which is concerned to "help ensure that household resources and domestic and non-domestic responsibilities are distributed more equitably among men and women, taking into account families' socio-economic and cultural differences, the different ways in which they are arranged and constituted, as well as the changes that they undergo during their life cycles."

297. Among the priority actions envisaged in this area is that of "developing actions aimed at promoting equality of rights and obligations among men and women within the family, and promoting a change of attitude on the part of the male population."

298. In response to these guidelines, the Coordinating Office of the National Commission for Women initiated a project on violence, fatherhood and men's sexual and reproductive health. The main focus of the project is to promote this theme directly, with a view to incorporating it in the agendas of institutions and agencies, through conferences, courses, workshops, advisory services, seminars, campaigns, discussion forums, and radio and television broadcasts.

299. This project includes the campaign De Hombre a Hombre. Seamos Padres Más Padres ("From man to man: let us be more responsible fathers"). Under this project, State agencies working for the advancement of women were requested to organize events based on the theme of "the new fatherhood."

300. In an effort to encourage the conscious exercise of responsible fatherhood and to increase the contribution made by fathers toward the upbringing of their children, a workshop programme is offered, entitled Jornadas de Paternidad. Por una Paternidad más Equitativa ("Seminars on fatherhood: toward a more equitable fatherhood"). In 1999, the programme included a Round Table organized by CONMUJER, in collaboration with the Men's Collective for Equal Relations (CORIAC), and with the support of the Equity and Gender Commission of the

Chamber of Deputies, the Government of the City of Mexico, and UNICEF. The goal of the event was to explore and discuss a new type of fatherhood that is more equitable, more sensitive and more affectionate, looking at the way in which men, by imitating the role of their fathers, reproduce the masculine stereotypes prevalent in society.

301. Also, the states of the Republic have coordinated to implement the campaign Como Veo a mi Papá? ("How do I see my Dad?") throughout the country. This campaign involved the active participation of the eight agencies and institutions making up the National Committee for more Responsible Fatherhood.

ARTICLE 6

302. Of particular note under this heading was the creation and updating of legislation at the level of the federal entities, with the aim of safeguarding the human rights of women and the girl child, especially with respect to domestic violence. In similar vein, efforts were made to promote the incorporation of the gender focus in legislative work. Those responsible for implementing legislation received refresher training on the interpretation of international instruments, and training was also given to officials of the Public Prosecutor's Department, its auxiliary staff, and its criminal-law judges.

303. On 3 March 1999, the Ministry of the Interior introduced the National Programme to Combat Domestic Violence 1999-2000 (PRONAVI).

304. PRONAVI has the following goals:

- To eradicate the phenomenon of violence within the family, preventing it and sanctioning it by means of comprehensive responses, formulated through concerted efforts, aimed at overcoming outdated, authoritarian attitudes.

- To replace violence with values that respect the dignity of the individual and peaceful coexistence and thereby enable family members to learn to resolve conflicts arising from that coexistence, through non-violent methods, in which negotiation (a habit encouraged by family unity), agreements, solidarity and responsibility engender a spirit of mutual understanding that enables people to live together in acceptance of their differences.

305. With a view to achieving these goals, the programme has the following overall objective: "to introduce a comprehensive, interdisciplinary, inter-institutional and concerted system of work, in close collaboration with organized civil society, which will lead to the elimination of domestic violence through the use of tools for the detection and recording of cases, and involving the provision of care for the individuals concerned, prevention at all levels, as well as follow-up and evaluation of the actions undertaken."

306. Underlying PRONAVI's general objective are the following specific goals:

- To set up a system for the detection of cases of domestic violence which will make it possible to understand the phenomenon in quantitative and qualitative terms - that is, to discover the real extent of the problem of violence within the family, to determine who is affected by the violence, and to identify the nature of the violence to which they are subjected.

- To set up a system for the care of those involved in relationships of violence within the family, aimed at helping them to learn how to live together peacefully, or freeing them from the situation of violence, by protecting and rehabilitating those subjected to violence and by punishing and rehabilitating the aggressors.

- To set up a system for the prevention of domestic violence, designed to ensure that domestic violence ceases to set the standard for family relationships; that other behaviour standards are constructed within families, based on respect for the individual and for mutual differences, as well as on the conviction that children deserve special care and consideration; and that institutions learn to understand that this is an issue of public concern, which must be combated.

- To provide a legal framework, designed to promote and safeguard the achievement of other objectives.

- To set up a system of communication and inter-institutional collaboration that will enable public servants at all levels to maintain communication and work closely together with a view to strengthening services for the detection, care, prevention, information and evaluation of domestic violence, and with a view to confronting such violence in a comprehensive manner, regardless of the context.

- To set up a system of coordination for the promotion of measures within the federal context, so that such measures are designed in the light of the particular characteristics of each federal entity and so that the participation of civil society and of state governments is consolidated and instituted on a sustainable basis.

307. CONMUJER urged all state governors to create state programmes to combat domestic violence, and called upon them to appoint an individual charged with ensuring effective communication between state governments and the National Commission for Women.

308. In conjunction with the United Nations Children's Fund (UNICEF), local governments, Supreme Courts of Justice and interstate liaison agencies, CONMUJER formulated and coordinated the aforementioned workshop, entitled How to Legislate from a Gender Perspective, which included a significant component on the subject of domestic violence.

309. In conjunction with UNICEF, the Inter-American Commission of Women (IACW) of the Organization of American States (OAS), the Ministry of Foreign Affairs, the Metropolitan Independent University at Azcapotzalco, local governments and Supreme Courts of Justice, CONMUJER also designed and ran the Workshops on the Implementation in Mexico of the Inter-American Convention on the Prevention, Punishment and Eradication of Violence Against Women (Convention of Belém do Pará).

310. Through workshops such as these, public officials - especially those involved in the processes of procuring and imparting justice - are shown how to apply the Convention of Belém do Pará, in all its various procedures, from a gender perspective, while respecting the principle of the best interests of the child. The workshop project has included publication of the Guidebook on the Implementation in Mexico of the Inter-American Convention on the Prevention, Punishment and Eradication of Violence Against Women, which is a compilation of case studies, containing examples of legal cases incorporating the gender perspective. An animated computer file has also been produced, designed to function as a guide to the implementation of the Convention in Mexico. There is also a handbook, intended to encourage replication of the workshop by officials of the Supreme Courts of Justice who have attended it in the past. Teachers' support materials have also been produced.

311. Since July 1998, the workshop has been held at the Supreme Courts of Justice in the Federal District, Oaxaca, Yucatán, Guerrero and Hidalgo; at the state governments of Coahuila and Veracruz; and the United Nations High Commissioner for Refugees in Tapachula and Comitán, Chiapas, and the National Human Rights Commission. During September of the present year, the workshop was presented in San Luis Potosí, Querétaro, Puebla, Guanajuato, Michoacán, Tlaxcala, Durango, Estado de México, Aguascalientes, and Sonora. It will be held in the remaining states before the end of the year 2000.

312. In February 2000, the National Human Rights Commission launched the Programme for Victims of Crime (PROVICTIMA). The programme's areas of concern include those related to crimes jeopardizing the normal psychosexual development of the individual. The programme generally deals with matters related to domestic violence (rape within marriage, estupro (a lesser form of rape), harassment, rape, and sexual abuse).

313. Together with the State Human Rights Commissions and various justice, health, education, labour and social-welfare agencies, a number of courses, workshops, and degree units have been designed. They are aimed at officials of institutions involved in these areas, in an effort to ensure that they respect women's human rights during the course of their duties.

314. In October 1998, a Collaboration Agreement was signed between the Government of Mexico and the United Nations Organization and System, with a view to implementing a National Campaign to Combat Violence against Mexican Women and Children. The campaign was entitled "Una Vida sin Violencia es un Derecho Nuestro" ("We have a right to a life without violence").

315. This campaign was an interagency project. It was implemented in 1998-1999, under the coordination of the United Nations Development Fund for Women

/...

(UNIFEM), and with the participation of the United Nations Development Programme (UNDP) and various international bodies and cooperation agencies. Campaign participants included institutions of Federal Government, as well as the National Population Council (CONAPO), the National Scheme for Comprehensive Family Development (DIF) and the governments of seven states of the Republic of Mexico. Also involved were various academic bodies, non-governmental organizations and Mexican business organizations.

316. The under-secretary for public security and the Ministry of the Interior have produced a Model for the Detection of Domestic Violence in Offending Minors. The Council on Minors, working together with the National Institute of Criminal Sciences, has published a study entitled Domestic Violence and Offending Minors: A Model for Detection, which contains the results of the implementation of the aforementioned model. The Council has also produced a Preliminary Questionnaire for the Detection of Domestic Violence in Offending Minors and an Extended Questionnaire for the Determination of the Degree of Domestic Violence and its Relationship to the Offending Conduct of the Minor. These results are presently being analysed.

317. Between January and December 1999, 25,046 cases of abuse of minors were reported to the National Scheme for Comprehensive Family Development (DIF). Of those cases, 49.4 per cent involved young girls, and 14,000 of all reported cases were investigated.

318. The Office of the Attorney General of the Republic (PGR) has signed a collaboration agreement with the National Scheme for Comprehensive Family Development (DIF), under which the PGR made a commitment to set up links with the Attorney General's Offices of all states of the Republic, with a view to proposing the creation of Special Agencies for the Care of Minors and Persons with Disabilities.

319. In coordination with the Federal District Department of Public Prosecution (PGJDF), the Ministry of Health (SSA) participates in the Programme for the Health of Victims of Domestic Violence and Sexual Offences. Another agreement signed between the PGJDF and the SSA is the agreement instituting the Hospital Programme for the Reproductive Health of Adolescents, which is run by the Gea González Hospital and provides care for referred patients who have been subjected to violence.

320. Together with the Inter-American Development Bank, the College of Mexico and the Pan-American Health Organization, the Ministry of Health's Department of Reproductive Health administers the Project on Intervention and Research into Domestic Violence. Among this project's achievements are the Seminars on the Care of Victims of Domestic Violence. In the same way, efforts are being made to create a Priority Channel within hospitals and local networks for the care of victims of domestic violence.

321. In the country's capital city and in a number of state capitals, the National Scheme for Comprehensive Family Development (DIF) operates specialized hostels that provide transitional accommodation for victims of domestic violence, as well as specialized domestic-violence facilities and agencies specialized in these types of problems.

/...

322. The Ministry of Public Education and Causa Joven called for the creation of the National Network to Combat Violence against Women and Young Men, with the participation of various non-governmental organizations, departments of federal government, and agencies of the United Nations.

Official Mexican Regulation

323. In accordance with PRONAVI 1999-2000, the Ministry of Health has been developing various actions with a view to implementing the programme. Notable among those actions have been the drafting of an Official Mexican Regulation on domestic violence; the design of medical forms for the collection of data for the identification and quantifying of domestic violence; and the coordination of a comprehensive, interdisciplinary and inter-institutional system, in close collaboration with organized civil society.

324. Official Mexican Regulation NOM-190-SSA1-1999, on the Provision of Health Services: Criteria for Medical Care in Domestic Violence, sets out the criteria for the provision of medical care in situations of domestic violence. The Draft Regulation was published on 20 October 1999 in the Diario Oficial of the Federation. It was presented on 14 February of this year and was approved by the National Committee for Health Standards, Regulation and Promotion. On 18 February, the responses to 260 proposals received during the consultation process (which lasted 60 working days) were published in the Diario Oficial of the Federation. On 8 March 2000, International Women's Day, the approved Official Regulation was published in the Diario Oficial of the Federation. This instrument will ensure that all forms of medical care provided by the health sector include provisions for the identification of risks, signs or obvious situations of violence that seem to be caused by family relationships, and provision for notifying the authorities responsible for prosecuting such offences. With a view to ensuring implementation of the provisions of the Official Mexican Regulation, the Ministry of Health prepared an administrative information package, which was distributed among staff working at the departments concerned.

325. During the process of formulating the Official Regulation, the Ministry of Health coordinated the participation of 73 experts from various sectors - not only from all the various health sector institutions, but also from five Ministries, as well as from legislative bodies, prosecutors' offices, human rights bodies, academic institutions and international agencies. The consultation process also included 16 non-governmental organizations, acknowledged as being qualified to represent the fields of research and academic work, awareness-raising, the training of service providers, population, the family, women and family violence.

326. The Regulation promotes an approach that is intended to anticipate harmful activity, giving priority to the prevention of violence within the family and the detection of cases. Timely medical care services (including rehabilitation services) are also provided, and all occurrences are duly recorded. It defines specific criteria for the provision of services during activities organized by service providers in the field, during consultations, in hospitals and within emergency services.

/...

327. This anticipatory model provides for the promotion of non-violent relationships and the prevention of violence; the detection and diagnosis of people living in this situation (through the analysis and integration of indicators of physical, psychological, and sexual abuse, as well as neglect), and the evaluation of the degree of risk faced by such people, with the aim of avoiding recidivism, increasing seriousness, and the possibility of death.

328. The NOM-190 Register of Information takes the form of a Subsystem of the System for the Epidemiological Surveillance of Accidents and Injuries, which is administered by the National Council for the Prevention of Accidents and Injuries.

329. In order to guarantee implementation of the Register of Information Subsystem, it was decided to use existing forms and/or modified and enhanced forms allowing for continuous processing, of proven efficiency, based on the requirements and potential benefits of data collection, adapting them gradually in the light of variations encountered in practice, and according to the resources available to the various participating institutions of the National Health System.

330. The Single System for Epidemiological Surveillance (2000) will reveal the extent of family violence, on a weekly basis. At this point, the system is being applied in 88.5 per cent of the country's medical facilities. However, the data are not broken down by gender. The system is supplemented by (year 2000) forms for the individual registration of cases attended at medical facilities, hospital discharges, and deaths.

331. At present, the health personnel and women who have been trained in the prevention of family violence, and received guidance on the care services available to them, are recorded each month in the Health Information System for the General Population (SISPA).

332. On 8 March 2000, the President of the Republic called on constitutional governments and health ministries of the 31 federal entities and the Federal District to support the dissemination and implementation of NOM-190 among medical facilities.

333. On 13 April this year, the National Health Council began to implement activities aimed at the broad dissemination of the Official Regulation, distributing an information package containing material to be used in support of awareness-raising activities within the higher echelons of state governments and health departments of federal entities. At the same time, information concerning the Official Regulation is distributed at various government departments and non-governmental organizations. An information package was also distributed to communicators, representatives of the press, and radio and television stations, to coincide with a radio and television campaign aimed at the general public. Information leaflets about the Regulation are also available at health centres.

334. At the level of the states of the Republic, each State Health Secretary is responsible for coordinating the dissemination of information to society as a whole, to the press, and to radio and television stations. Discussion forums have been held in Jalisco, Guanajuato, Yucatán and Guerrero, achieving broad

/...

consensus on the commitments to be made by all those involved in efforts to combat domestic violence, with respect to the implementation of the Regulation.

335. Some states (Hidalgo, Coahuila, Federal District, and Nuevo León, among others) have permanent inter-institutional and intersectoral programmes, supplying more and better information to the general population and providing medical care to specific at-risk groups.

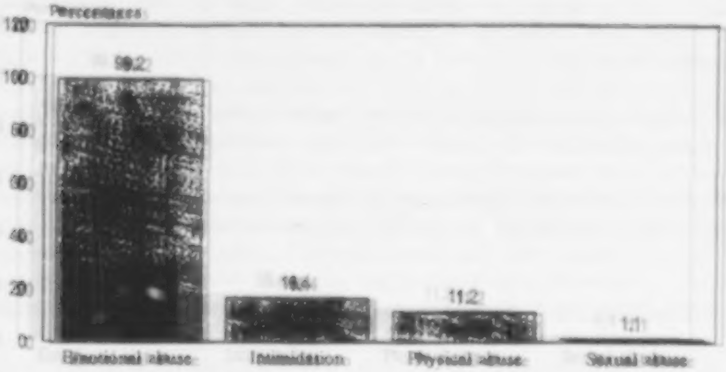
336. Work has also begun on the Intersectoral Round Table for Agreements on Domestic Violence Services. This initiative picks up on a strategy developed during formulation of the Regulation. Its objective is to improve intersectoral coordination and consultation and decision-making at senior management levels, in an effort to produce a gradual improvement in the comprehensive care of those involved in situations of violence. The themes addressed include social training; domestic violence services for key groups; comprehensive medical services for domestic violence; reference and counter-reference; reporting to the Ministry; inter-institutional participation and dissemination in the sector, within the information system and the domestic-violence epidemiological surveillance system; analysis of drafts, initiatives and reforms to state legislation; security aspects regarding those involved and mediation as an alternative to reporting.

337. The Ministry of Health is also involved in the creation of models for the prevention and resolution of the psychological and physical consequences for the health of abused women. It provides follow-up regarding the regulatory context surrounding domestic-violence medical services at the country's public, social and private health institutions. Health workers throughout the country also provide orientation and training on the prevention of domestic violence, involving health committees, social organizations and community leaders.

338. At the request of the Advisory Board of PRONAVI, the National Institute of Statistics, Geography and Informatics (INEGI) conducted, during the second half of 1999, a Survey on Domestic Violence.

339. According to the results of the survey, some form of domestic violence has occurred at one in three of the 4.3 million households in the Metropolitan Region of the Federal District, involving 5.8 million inhabitants.

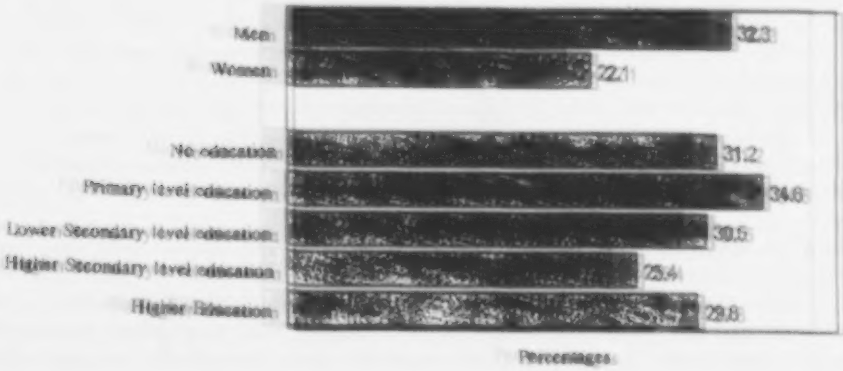
Households reporting domestic violence, by type of abuse, 1999



Source: INEGI, Survey on Domestic Violence, 1999 (data from Metropolitan Region of the Federal District).

340. In the 1.3 million households in which emotional abuse was reported, the most common forms identified were: shouting, anger and insults. In the 215,000 households in which intimidation was reported, the most common forms identified were shoving, pulling and verbal threats. In the 147,000 households reporting physical violence, the most common forms identified were: hitting with a fist, slapping, hitting with objects, and kicking.

Households reporting violence, by gender and educational level of head of household, 1999



Source: INEGI, Survey on Domestic Violence, 1999 (data from Metropolitan Region of the Federal District)

341. On 3 December 1998, federal and local legislators of all political parties agreed to promote the revision and formulation of draft reforms aimed at criminalizing domestic and sexual violence in federal entities. As a result of this initiative, aimed at introducing reforms in the areas of violence against

/...

women and domestic violence, 22 entities have introduced legislation in this regard. Of particular note in this context, due to the comprehensive nature of their reforms, are the Federal District, Guerrero, Oaxaca, Puebla, San Luis Potosí and Veracruz.

342. In April 1999, the Senate Chamber held a Bicameral Seminar on Domestic Violence and Masculinity. The goal of the seminar was to consider the persistent and severe problem of domestic violence, and its close relationship to the imbalances characterizing relations between men and women, which derive from cultural norms that are deeply rooted in our society.

Table showing legislative progress within federal entities, 2000

FEDERAL ENTITIES	REFORMS	INITIATIVES	DRAFT LAWS
AGUASCALIENTES		CC, LA	
BAJA CALIFORNIA	CP, O	LA	CC
BAJA CALIFORNIA SUR	O		
CAMPECHE			
COAHUILA	LA, O		
COLIMA	LA		
CHIAPAS	LA		
CHIHUAHUA		LA	O
DISTRITO FEDERAL	CC, CPC, CP, CPP, LA		
DURANGO	CC, LA		
GUANAJUATO	LA		CC, CPC
GUERRERO	LA, CP	CC, CPC	
HIDALGO	O		
JALISCO	O	LA	CC, CP
MÉXICO			CC, CPC, CP, CPP, O
MICHOACÁN	CP		
MORELOS		LA	CC, CP, O
NAYARIT			O
NUEVO LEÓN	O	LA, CP, CC, CPC	O
OAXACA	CC, CPC, CP, O		
PUEBLA	CC, CPC, CP, CPP, O		
QUERÉTARO	LA		O
QUINTANA ROO	LA		
SAN LUIS POTOSÍ	CC, CPC, CP, CPP, LA		
SINALOA		CP, CC	
SONORA	LA		CC, CP, O
TABASCO	O, LA		
TAMAULIPAS	O, LA		
TLAXCALA			LA
VERACRUZ	CC, CPC, CP, CPP, LA		
YUCATÁN		CC, CPC, CP, CPP	
ZACATECAS		LA	

Source: National Commission for Women. Data collected up to 14 June 2000. CC = Civil Code; CPC = Code of Civil Procedure; CP = Criminal or Social Defence Code; PP = Code of Criminal or Social Defence Procedure; LA = Law for the prevention and punishment of domestic abuse; O = Other regulations on education, health, or social welfare.

/...

Trafficking in persons

343. In 1998 the Government of Mexico formed a National Inter-institutional Commission for Implementation of the Plan of Action to Prevent, Deal With, and Eradicate the Sexual Exploitation of Minors for Profit. Members of the Commission include institutions from the public, legislative and academic sectors, as well as civil society.

344. The purpose of this Commission is to bring together the efforts, resources, abilities and experiences of participating sectors, with a view to developing the following components of the plan: assessment of the problem, protection, recovery and reintegration, sensitization and awareness-raising activities, training, prevention and participation among children and young people.

345. With regard to the assessment of the problem, the focus of the Commission's efforts is the characterization and quantification of the problem, as well as the exchange of information. With respect to the protection component, the aim is to standardize the classification of the sexual exploitation of minors for profit as a serious offence, to increase penalties at federal and state levels, to promote international cooperation in administrative and judicial matters, and to incorporate the offence in the law against organized crime. Under the third component, recovery and reintegration, the goals are to create a specialized infrastructure for the rehabilitation of child victims and to increase the number of centres dealing with the problem and dealing with reported cases. With respect to sensitization and awareness-raising activities, the intention is to conduct dissemination campaigns focusing on society in general, tourists, police officers and officials from both public and private sectors who are directly involved with the problem, as well as information and communication campaigns with a gender content. The training component includes the provision of courses on the issue to officials from the public and private sectors, fathers, children and adolescents. With regard to prevention, the goal is to develop models for intervention, to watch and monitor meeting places, to apply the law to exploiters and paedophiles, and to prepare materials to be used in teaching children. Finally, with regard to participation among children and young people, the objective is to provide training courses for fathers, teachers, children and adolescents, for public security forces, judges and ministry officials, and for civil servants working at public and private welfare institutions.

346. In the legislative arena, significant advances have been made in the protection of the child against sex crimes and trafficking for illicit purposes. On 4 January 2000, the Decree reforming various provisions of the Federal Criminal Code and the Federal Code of Criminal Procedure, regarding the corruption of minors and persons lacking legal capacity, pornography and the prostitution of minors was published in the Diario Oficial of the Federation.

347. In accordance with the reforms made to the Criminal Code, a more severe penalty is imposed upon anyone committing the offence of corruption of minors set out in Article 201. The perpetrator of this offence incurs a punishment of five to 10 years' imprisonment and a minimum fine of between five hundred and two thousand days' salary. Prior to the reforms, offenders had been punished with imprisonment of three to eight years, and a minimum fine of fifty to two hundred days' salary.

/...

348. Article 201a is incorporated, criminalizing the offence of child pornography:

> "Anyone who provides, or who helps to provide, by any means, that one or more minors below eighteen years of age, with or without their consent, is or are forced or induced to engage in acts of bodily, lustful, or sexual exhibitionism, with the objective and purpose of making a video recording of them or exhibiting them in the printed or electronic media, with or without the goal of earning a profit, shall incur a prison sentence of between five and 10 years, and a fine of no less than two-thousand days' salary.
>
> "Anyone who arranges, records, or prints acts of bodily, lustful, or sexual exhibitionism involving one or more minors under the age of 18 shall incur a prison sentence of between 10 and 14 years and a fine of no less than five-hundred to three-thousand days' salary. The same penalty shall be imposed on anyone who shall, with or without the goal of earning a profit, create, reproduce, rent out, show, publish or broadcast the material referred to in the said actions.

349. The article also stipulates that a prison sentence of between eight and 16 years and a fine of no less than three-thousand to ten-thousand days' salary, as well as seizure of the objects, instruments and products of the offence, shall be imposed on anyone who shall, either alone or via third parties, run or manage or supervise any kind of criminal association with the aim of carrying out the activities described in the preceding two paragraphs, with minors under 18 years of age.

350. In this article, child pornography is defined as the sexually explicit representation of images of minors under 18 years of age.

351. In accordance with Article 201a, paragraph 2, if the offence involves a minor who is under 16 years of age, the penalty shall be increased by a maximum of one-third of the level of sanctions set out in Articles 201 and 201a.

352. If the offence involves a minor who is under 12 years of age, the penalty shall be increased by as much as one-half of the level of sanctions set out in Articles 201 and 201a.

353. Article 201a, paragraph 3, criminalizes child sex tourism, stating:

> "Anyone who promotes, advertises, invites, facilitates, or arranges in any way for a person or persons to travel in or out of the country with the purpose of having sexual relations with minors under 18 years of age shall incur a penalty of between five and 14 years in prison and a fine of between one hundred and two thousand day's salary."

354. Under the amendment to Article 203, the following paragraph was added:

> "Whenever the offence is committed by a member or members of an organized crime ring, a penalty of 10 to 15 years in prison and a fine of no less than one-thousand to five-thousand days' salary shall be imposed."

355. The amendment to Article 205 imposes more severe penalties on whoever shall promote, facilitate or arrange that a person shall act as a prostitute inside or outside the national territory, providing for a prison sentence of between five and twelve years and a fine of between one-hundred and one-thousand days' salary minimum. Prior to the amendment, the Article provided for a prison sentence of between two and nine years and a fine of between one-hundred and five-hundred days' salary minimum.

356. Furthermore, under Article 208, the sanction imposed on anyone promoting, concealing, consenting to, or allowing sexual intercourse with a minor was increased to 18 years in prison and a fine of between one hundred and one-thousand days' salary.

357. The amendment made to Article 194 of the Federal Code of Criminal Procedure defines as serious offences the corruption of minors and persons lacking legal capacity, outlined under Article 201, and child pornography, provided for under Article 201a of the Criminal Code.

358. Under the Decree introducing amendments and additions to various provisions of the Federal Criminal Code, the Code of Criminal Procedure, and the Organic Law of the Judicial Power of the Federation in the Matter of the Trafficking in and Abduction of Minors, published in the Diario Oficial on 12 June 2000, Articles 366b and 366c of the Federal Criminal Code now state:

> "Article 366b. - Whoever shall illegally convey, or deliver to a third party, a minor less than 16 years of age, outside the national territory, with the aim of obtaining an unlawful economic benefit through said conveyance or delivery of the minor, commits the offence of trafficking in minors."
>
> I. The offence set out in the previous paragraph is committed by:
>
> - Anyone who exercises custody or guardianship over the minor, regardless of whether such guardianship or custody is declared, when they convey or deliver the minor, or give their consent to such conveyance or delivery.
>
> - Older direct relatives of any degree, relatives of indirect descent or by marriage to the fourth degree, as well as any third party having no relationship with the minor.
>
> II. It is understood that the persons referred to in the previous paragraph are acting illegally when they are aware that:
>
> (a) Anyone exercising custody or guardianship over the minor did not give their express consent for the conveyance or delivery, or
>
> (b) Anyone exercising custody or guardianship over the minor will earn unlawful economic profit as a result of the conveyance or delivery.

/...

III. The person or persons receiving the minor.

"Anyone committing the offence referred to in the present article shall incur a penalty of between three and 10 years in prison and a fine of between four-hundred and one-thousand days' salary.

"In addition to the sanctions set out in the previous paragraph, the rights of guardianship, wardenship or custody shall be taken from anyone exercising those rights who commits the offence referred to in the previous article.

"Whenever the conveyance or delivery of the minor occurs on national territory, the penalty referred to in this article shall be increased by a maximum of two-thirds."

"Article 366c. - The penalties set out in the previous article shall be reduced by one-half when:

"I. The conveyance or delivery of the minor occurs without the aim of earning unlawful economic benefit, or

"II. The person receiving the minor intends to incorporate the minor into his or her family unit.

"The sanctions referred to in this article shall be imposed on the father or mother of a minor less than 16 years of age who illegally, or without the consent of whoever exercises the guardianship or custody of the minor, and without the intention of earning an unlawful profit, shall convey the minor outside the national territory with the purpose of changing their usual residence or preventing the mother or father, whichever may be the case, from living with or visiting the minor.

"Furthermore, the rights of guardianship, wardenship or custody shall be taken from anyone exercising those rights who commits the offence referred to in the previous article.

"In the cases referred to in this article, the offence shall be pursued by petition of the offended party."

ARTICLE 7

359. The National Commission for Women continues to promote the participation of women in politics and public life, as well as their access to decision-making bodies within the executive, legislative and judicial systems at the three levels of Government: federal, state, and municipal. The Commission also promotes greater participation by women, and the increased visibility of women, within political parties and private-sector institutions such as unions, companies, and academic organizations within civil society.

Women's participation in political parties

360. As of September 1999, the level of women's participation in the National Executive Committees (CEN) of the country's main political parties stood as follows: Partido de Acción Nacional (PAN): 20.9 per cent; Partido de la Revolución Democratica (PRD): 33.3 per cent; and Partido Revolucionario Institucional (PRI): 21.9 per cent. The National Executive Committees of both the Partido de la Revolución Democratica and the Partido Revolucionario Institucional are both presently chaired by women.

Women's participation in the Federal Civil Service

361. Women are increasingly being incorporated into decision-making positions, and their participation in the decision-making process at middle and senior administrative levels is also growing.

362. There are currently two Ministries headed by women: the Ministry of Foreign Affairs and the Ministry of the Environment, Natural Resources and Fisheries. At the Ministry of National Defence, there is a woman serving as Brigadier (fourth position), as well as a woman with the rank of Colonel. There is also a woman Minister at the Supreme Court of Justice.

363. With regard to the advances made in terms of promoting the participation of women in decision-making forums, it should be noted that a woman has been appointed as Head of the Government of the Federal District and another has been appointed as President of the Tax Court of the Federation.

364. CONMUJER keeps up-to-date databases with a view to maintaining the directory of women holding middle and senior administrative positions within the Federal Civil Service. On the basis of this information, the book Las Mujeres en la Toma de Decisiones, su Participación en la Administración Publica Federal ("Women in Decision-making: Their Participation in the Federal Civil Service") was published in 1999 and 2000, in each case using data from the previous year. Both were published together with a CD, including résumés and a directory of women civil servants working at the Office of the President of the Republic and at each of the country's ministries.

365. The book shows that between 1998 and 1999, the number of women in the Civil Service grew from 27 per cent of the total to 30 per cent of the total, at middle and senior administration levels and among equivalent positions.

366. According to the data included in the 2000 edition, 477 different job titles were identified and recorded. These were reduced in turn to 10 broad categories within the overall structure of middle and senior administration of the Federal Civil Service, the central sector and the public sector.

367. In 1999, the highest percentages were for Office Director (36 per cent), Consultant (33.6 per cent), Head of Department (30.6 per cent), and General Coordinator (30.5 per cent).

/...

Participation of women in the Federal Civil Service,
by type of position*

Title of position and equivalent	Percentage of women 1998	1999
Total women	27.0	30.0
Head of Department	30.0	30.6
Deputy Office Director	23.8	28.2
Office Director	25.9	36.0
Consultant	30.1	33.6
Deputy Judge Advocate	27.8	24.8
Director-General	14.3	15.8
General Coordinator	21.1	30.6
Senior Official	10.6	13.2
Deputy Minister	4.7	10.5
Minister	11.76	11.76

Source: CONMUJER, Las Mujeres en la Toma de Decisiones, su Participación en la Administración Publica Federal (Directory of Women Civil Servants), 1999 and 2000.

* In 1998, four institutions did not submit data for men. In 1999, two failed to submit this data.

368. The National Civil Service Institute (INAP) has instituted the Diploma in The Participation of Women in the Civil Service and Public Life.

Participation in elections

369. The year 2000 was particularly important with regard to the political activities of Mexican men and women, due to the federal elections held to elect the President of the Republic, 128 senators and 500 Deputies of the Federal Congress, and the Head of Government and Deputies of the Legislative Assembly of the Federal District. On 2 July, elections for the administrative councils of the 16 political delegations making up the Federal District were also held, for the first time.

370. For this purpose, the Consultative Board and the Social Monitoring Board of the National Programme for Women 1995-2000 (PRONAM), as well as the National Commission for Women, urged the country's 11 political parties to promote the mechanisms needed to ensure that women were incorporated to a greater degree in party and electoral activities. It was proposed that women should at least account for a minimum 30 per cent of those listed as candidates for popularly elected positions, in accordance with the provisions of the Federal Code of Electoral Institutions and Procedures (COPIFE).

371. The same three institutions invited each candidate for President of the Republic to speak with members of the said bodies. Their intention was to learn about the candidates' respective electoral programmes with respect to public policies on women and about the concrete commitments they would make to the female electorate. The candidates were also presented with a questionnaire comprising concrete questions.

372. No political party presented a woman candidate for President of the Republic, although in one of them there was a woman pre-candidate. The same party, the Partido Democracia Social, also presented a woman candidate for Government of the Federal District.

373. On 1 March 2000, within the framework of the Programme for the Promotion of Equal Political Opportunities for Women, run by the Coordinating Office of CONMUJER, a meeting entitled Women in the Electoral Platforms of Political Parties was held. The general objective of the meeting was to find out about and discuss the commitments being made by political parties to women, and on behalf of women, within the context of the elections of 2 July last year. The consensus was that the federal electoral process would test the will of the political parties to implement their own statutory regulations, as well as the recommendation made in the COPIFE.

374. As a result of the federal elections, 81 women were elected as federal deputies, compared with 93 in the previous legislature. Twenty-one women were elected to the Senate of the Republic. At the beginning of the previous legislature there had been 19 women senators, and at the end of the legislature there had been 23 women. At present, women make up only around 10 per cent of local legislatures, with the exception of the Legislative Assembly of the Federal District, to which 23 women were elected, making up 35 per cent of the total.

Women's participation in local authorities

375. The participation of women in local authorities remains low, although there has been a slight increase. In 1991, two per cent of the country's local councils were governed by women. By 1998, the figure had risen slightly, to 3.27 per cent.

Women's participation in associations

376. With respect to unions and social groups, it is estimated that approximately 2.5 million women workers belong to a union organization.

377. According to the Ministry of Labour and Social Security's register of associations, in 1999, out of a total 1,134 organizations whose executive committees were registered, three per cent were led by women. None of those women was head of a confederation, four were heads of federations, and 35 were union leaders.

Principal characteristics of women's participation in representative bodies of rural society

Type of rural society	Participation of at least one woman (%)	Women presidents (%)	Women secretaries (%)	Women treasurers (%)
Administrative boards of rural production Societies	26	8.0	13.8	15.2
Administrative boards of Unions of Rural Production Societies	25	12.5 (heads)		
Administrative boards of Ejido Unions	9	0.6	4.5	3.9
Executive committees of Rural Social Solidarity Societies	41.7	26.7	30.2	32.1
Administrative boards of Rural Collective-Interest Associations	15	4.9	7.3	7.3
Ejido administrative boards and supervisory councils	32	6.9 (heads of Ejido administrative boards) 7.5 (heads of supervisory councils)		
Communal-asset committees and community supervisory councils	17	3.1 (heads of communal-asset committees) 3.6 (heads of supervisory councils)		

Source: Leaflet Rural Women. National Technical Cooperation Network of the Institutions and Agencies for the Support of Rural Women. Research and Statistics Committee of the National Institute of Statistics, Geography and Informatics (INEGI), 2000.

ARTICLE 8

378. As indicated in previous reports, there are no legal or administrative obstacles to the participation of women in the definition and implementation of foreign policy in Mexico. However, women's opportunities to represent the Government of Mexico before other Governments or international organizations are not so clear.

379. Between January 1998 and September 2000, some progress was made with regard to women's participation in Mexico's foreign relations. The Ministry of Foreign Affairs continues to be headed by a woman, and there is also a woman serving as under-secretary at the Ministry, responsible for relations with the United Nations, Africa and the Middle East.

380. In 1998, half of the appointments to the rank of career ambassador in the Mexican foreign service (SEM) were assigned to women. However, in 1999, the percentage of women fell significantly. Out of five appointments to the rank of career ambassador in the Mexican foreign service (SEM) in 1999, only one went to a woman.

381. Within the administrative structure of the Ministry of Foreign Affairs, the participation of women is as follows:

Administrative personnel, 2000

Level	Description of position	Number of women serving
29	Deputy Office Director	59
30	Office Director	5
30E	Senior Office Director	32
33	Director-General	2
33E	Senior Director-General	4
	Total	102

Source: Directorate-General, Foreign and Personnel Department, Ministry of Foreign Affairs (SRE), September, 2000.

382. With respect to the participation of women in the Mexican foreign service (SEM), the following table shows statistics for career staff in the Mexican foreign service, broken down by branch and gender.

	Women		Men		
Branch	No.	%	No.	%	Total
Diplomatic-consular branch	186	26	539	74	725
Technical-administrative branch	292	64	167	36	459
Total	478	40	706	60	1 184

Source: Directorate-General, Foreign and Personnel Department, Ministry of Foreign Affairs (SRE), September, 2000.

383. In the diplomatic-consular branch, there are three men to one woman (74 per cent men, 26 per cent women). More and more younger women are being admitted to this branch.

384. It may also be noted that the number of women falls as one proceeds higher up the career ladder of the diplomatic-consular branch. The only exception to this rule is the lowest level (that of the diplomatic attaché), where the number of women is lower, due to the fact that this is essentially a temporary level.

385. Note also that at the highest level, that of ambassador, women make up just 15 per cent of the total. Of Mexico's 12 women Ambassadors, seven are Heads of Mission and five are foreign-service commissioners.

Diplomatic-consular branch

	Women				Men				
Diplomatic-consular branch	Foreign	Mexico	Subtotal	%	Foreign	Mexico	Subtotal	%	Total
Ambassador	7	5	12	15	42	24	66	85	78
Minister	13	7	20	21	56	21	77	79	97
Counsellor	7	12	19	20	49	29	78	80	97
First Secretary	17	12	29	24	61	30	91	76	120
Second Secretary	25	8	33	26	73	22	95	74	128
Third Secretary	28	19	47	34	73	20	93	66	140
Diplomatic attaché	1	25	26	40	6	33	39	60	65
Subtotal	98	88	186	26	360	179	539	74	725

Source: Directorate-General, Foreign and Personnel Department, Ministry of Foreign Affairs (SRE), September, 2000.

386. The technical-administrative branch is mostly composed of women, who make up 64 per cent of total positions, compared with 36 per cent for men.

387. As in the diplomatic-consular branch, there are more women on the lower rungs of the career ladder, with the exception of the "Administrative technician C" level.

Technical-administrative branch

	Women				Men				
Technnical-administrative branch	Foreign	Mexico	Subtotal	%	Foreign	Mexico	Subtotal	%	Total
Administrative coordinator	4	1	5	25	13	2	15	75	20
Administrative attaché A	15	7	22	59	12	3	15	41	37
Administrative attaché B	13	2	15	56	10	2	12	44	27
Administrative attaché C	23	1	24	52	19	3	22	48	46
Administrative technician A	116	12	128	72	43	8	51	28	179
Administrative technician B	50	9	59	73	21	1	22	27	81
Administrative technician C	35	4	39	57	29	1	30	43	69
Subtotal	256	36	292	64	147	20	167	36	459

Source: Directorate-General, Foreign and Personnel Department, Ministry of Foreign Affairs (SRE), September, 2000.

388. As far as admission to the Mexican foreign service (SEM) is concerned, two public entrance examinations were held in 1998, one for the technical-administrative branch and another for the diplomatic-consular branch.

389. Sixteen women and 24 men passed the examination for the technical-administrative branch, while 21 women and 17 men passed the examination for the diplomatic-consular branch.

390. Similarly, in the 1999 examination for the diplomatic-consular branch, more women (24) than men (15) passed the examination.

Entrance examination for Mexican foreign service (SEM)

Entrance examination for SEM	Women	Men	Total
1998 exam. Technical-administrative branch	16	24	40
1998 exam. Diplomatic-consular branch	21	17	38
1999 exam. Diplomatic-consular branch	24	15	39
Total	61	56	117

Source: Directorate-General, Foreign and Personnel Department, Ministry of Foreign Affairs (SRE), September, 2000.

ARTICLE 9

391. On 20 March 1997, the Decree amending Articles 30, 32 and 37 of the Political Constitution of the United Mexican States was published in the *Diario Oficial* of the Federation. The purpose of these amendments, which entered into force one year after their publication, was to define Mexican nationality clearly as an attribute inherent to birth, based on the principle that no man or woman who is Mexican by birth may be denied Mexican nationality, even if he or she should acquire another nationality.

392. This substantive change in the Political Constitution was accompanied by other reforms, which reaffirm the equality of women and men before the law, with respect to the acquisition, change, or retention of Mexican nationality, including by naturalization.

393. Because of their importance, the amended Articles 30, 32 and 37 of the Political Constitution of the United Mexican States are cited below.

> *Article 30*
>
> "Mexican nationality shall be acquired by birth or by naturalization.
>
> "A. The following shall be Mexican by birth:
>
> "I. Those born in the territory of the Republic, irrespective of the nationality of their parents.
>
> "II. Those born abroad, of Mexican parents born on national territory, of a Mexican father born on national territory, or of a Mexican mother born on national territory.
>
> "III. Those born abroad, of naturalized Mexican parents, of a naturalized Mexican father, or of a naturalized Mexican mother.
>
> "IV. Those born on board Mexican vessels or aircraft, whether military or commercial.
>
> "B. The following shall be Mexican by naturalization:
>
> "I. Aliens who obtain naturalization papers from the Ministry of Foreign Affairs.
>
> "II. An alien woman or man who enters into marriage with a Mexican man or woman and has or establishes his or her domicile within the national territory.
>
> *Article 32*
>
> "The Law shall regulate the rights accorded under Mexican legislation to Mexicans who possess another nationality and shall set out norms to prevent conflicts arising from dual nationality.

"The exercise of the offices and functions for which, under the terms of this Constitution, it is a mandatory requirement to be Mexican by birth, is restricted to those who possess this quality and who do not acquire another nationality. This restriction shall also be applicable in such cases as are set out in other laws of the Congress of the Union.

"In time of peace, no alien may serve in the army or in the police or public security forces. To belong to the army in time of peace or to the navy or airforce at any time, or to discharge any office or commission in those forces, it is necessary to be Mexican by birth. The same quality is mandatory for captains, pilots, masters, engineers, mechanics and, in general, all staff serving as crew members aboard any vessel or aeroplane flying under the protection of the Mexican flag or merchant insignia. It shall also be required in order to discharge the offices of harbourmaster and all practical and administrative functions associated with airfields.

"Mexicans shall be preferred to aliens, conditions being equal, for all categories of concession and for all Government jobs, offices or commissions for which Mexican citizenship is not a mandatory requirement."

Article 37

"A. No one who is Mexican by birth shall be deprived of his or her nationality.

"B. Mexican nationality by naturalization shall be lost for the following reasons:

"I. Through voluntary acquisition of a foreign nationality, through entry into any public agency as an alien, through use of a foreign passport, through acceptance or use of titles of nobility implying submission to a foreign state; and

"II. Through uninterrupted residence abroad for five years.

"C. Mexican citizenship shall be lost:

"I. Through acceptance or use of titles of nobility from foreign governments;

"II. Through voluntary provision of official services to a foreign government without the authority of the Federal Congress or its Permanent Committee;

"III. Through acceptance or use of foreign decorations without the authority of the Federal Congress or its Permanent Committee;

"IV. Through acceptance of titles or functions from the Government of another country without prior leave from the Federal Congress or its Permanent Committee, excepting literary, scientific or humanitarian awards, which may be freely accepted;

/...

> "V. For helping an alien or a foreign government, against the nation's interests, as part of any diplomatic complaint or before any international court, and
>
> "VI. For other reasons set out in law.
>
> "In the case of Sections I-IV of this Part, the Congress of the Union shall set out, in the relevant regulations, the exceptions under which the permissions and licenses shall be awarded, once the time period required by the appropriate law has elapsed, merely upon submission of a request by the individual concerned."[1]

394. In accordance with the constitutional reform, a new Nationality Act was published in the Diario Oficial of the Federation on 23 January 1998. The new Act entered into force on 20 March 1998 and regulates the naturalization of aliens, including a woman or man who enters into marriage with a Mexican man or woman and wishes to acquire Mexican nationality. In this respect, Article 20 of the Act stipulates:

> "Article 20 - An alien wishing to become a naturalized Mexican national must prove that he or she has been resident in the national territory during at least the five years immediately prior to the date of the request, except as indicated in the following paragraphs:
>
> "I. Residence of two years immediately prior to the date of the request shall be sufficient when the individual concerned:
>
> "a. Is a direct descendant of a Mexican by birth;
>
> "b. Has Mexican children by birth;
>
> "c. Is originally from a Latin American country or the Iberian peninsula, or
>
> "d. In the opinion of the Ministry [of Foreign Affairs] has provided services or produced distinguished works in the cultural, social science, technical, artistic, sporting or business field that are of benefit to the nation. In exceptional cases, the Head of the Federal Executive may decide that it is not necessary for the alien to prove residency on national territory as set out in this section.

---

[1] This article also provides that Also to be taken into account are the provisions of the Second Temporary Article of the Decree reforming the Constitution, published in the Diario Oficial of the Federation on 20 March 1997, which stipulates: "TWO - Whoever shall lose his or her Mexican nationality by birth, for voluntarily acquiring a foreign nationality, and is in full possession of his or her rights, may benefit from the provisions of Article 37, Part A of the Constitution, reformed under the present Decree, provided that he or she has submitted a request to the Ministry of Foreign Affairs, within five days of the date indicated for the entry into force of the present Decree," namely, 21 March 1998.

/...

"II. A foreign woman or man entering into marriage with a Mexican man or woman shall prove that he or she has resided and lived by mutual consent in the marital home established on national territory, during the two years immediately prior to the date of the request.

"It shall not be necessary for the marital home to be established on national territory when the Mexican spouse is based abroad by order or commission of the Mexican Government.

"In the case of a marriage between two aliens, if one of the spouses acquires Mexican nationality after the marriage, the other spouse shall also be entitled to obtain said nationality, provided that he or she meet the requirements set out under this section, and;

"III. Residence of one year immediately prior to the date of the request shall be sufficient in the case of adopted children, as well as in the case of minors related to the second degree and in the custody of Mexican citizens.

"If those exercising custody have not requested the naturalization of their adopted children or of the minors, then the said adopted children or minors may do so within a year after they reach the age of majority, under the terms of this Section.

"The Naturalization Card shall come into effect one day after it has been issued."

395. Article 22 of the same Act also provides that:

"Article 22 - Whoever shall acquire Mexican nationality in accordance with the provisions of Article 20, Section II of this Act, shall retain said nationality even if the marriage is dissolved, unless the marriage is annulled, and the naturalized spouse is found to be at fault."

396. And Article 29 states that:

"Article 29 - Loss of Mexican nationality by naturalization shall affect only the person addressed by the resolution in question."

397. Based on the previous provisions, the Government of Mexico has decided to withdraw the reservation it had submitted on depositing the instrument of ratification of the Convention on the Nationality of Married Women, adopted in Montevideo on 26 December 1933. The Decree withdrawing the said reservation, which concerned the naturalization of a foreign woman marrying a Mexican man, was published in the Diario Oficial of the Federation on 1 March 2000.

/...

ARTICLE 10

Introduction

398. The broadening of the coverage of educational services, with the emphasis on the neediest sectors of the population, has been among the most urgent objectives of the country's educational policy. For the year 2000, 29.6 per cent of budgeted expenditure is devoted to this sector.

399. The increase in the coverage of basic services has been focused on the country's most socially backward regions. According to the 1990 National Population Census, 2.8 million children and young people between six and 14 years of age did not attend school. Five years later, data from the Population Count indicated that this figure had fallen to 1.5 million. Most of those concerned lived in sparsely populated and isolated regions, where it is difficult to gain access to education services. According to preliminary data from the 2000 Census, 92.1 per cent of children and adolescents between six and 14 years old attended school on a regular basis, compared with only 88.4 per cent in 1990.

400. During the 1999-2000 school year, education services were provided to a total of 29.2 million students, within the various levels, categories and components making up the national formal-education system. There were 1.4 million teachers teaching the various courses at the country's 214,201 educational facilities. With respect to the 1998-1999 school year, the number receiving education had risen by 534,000 students. For the school year just beginning (2000-2001), it is hoped that a total of 29.7 million students will receive educational services.

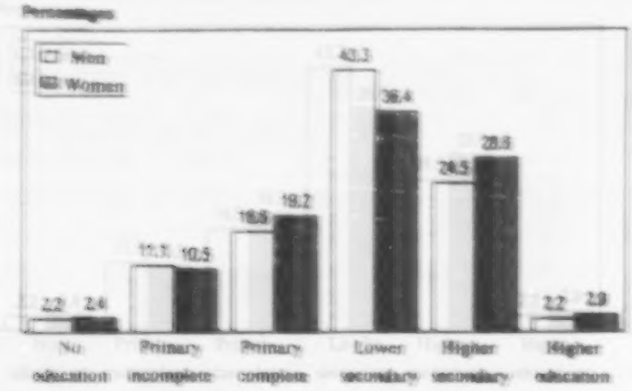
401. Of the students enrolled in the nation's educational system for the year 1999-2000, 88.3 per cent were educated in government schools, with the remaining 11.7 per cent receiving individual tuition.

402. The desire to improve the quality of education and adapt its contents and methods to the needs of society and individuals has been at the heart of many governmental initiatives. Notable in this context are the revision of basic-education contents and materials and the support provided for teaching; the training and retraining of teachers within the various educational levels and categories; efforts to increase diversity and flexibility within higher and lower secondary education, as well as efforts to increase their ties with the working environment; and the modernization of educational services for adults.

403. For the year 2000, the average time spent in school by men was slightly longer than for women (7.8 against 7.3 years respectively).

/...

Education level among population aged 15 to 19, by gender, 1997



Source: INEGI, National Survey of Demographic Trends, 1997.

Although more young women than young men go on to higher-secondary and higher education, there are also more young women than young men who have no education at all or who reach only the sixth year of primary education.

Basic education

Coverage

404. During the 1999-2000 school year, 23.4 million children and young people received basic education (pre-school, primary and secondary levels), representing 80.2 per cent of enrolments in the national formal-education system. The number of schools offering instruction at these levels was 196,000 during the 1999-2000 school year.

405. For the 1999-2000 school year, primary schools accounted for 63.2 per cent of basic-education enrolments; secondary schools accounted for 22.3 per cent, and pre-schools for 4.5 per cent. For the 2000-2001 school year, it is expected that basic-education enrolments will reach 23.6 million students, representing an increase of 244,000 students compared with the previous school year.

406. It is estimated that pre-school and primary enrolments rose 41 per cent between 1994 and 2000, due to the impact of compensatory programmes, a sharp fall in the drop-out rate, and increasing enrolment levels among the young indigenous population and among those living in small, isolated communities. These trends have also been accompanied by efforts to promote gender equity. There is currently a pilot initiative under way, designed to address the education needs of migrant children.

/...

Enrolment levels, teachers and schools in basic education, 1994-1995/2000-2001

	School year				Absolute change			Percentage change		
Category	1994-1995 (1)	1998-1999 (2)	1999-2000 (3)	2000-2001[2] (4)	(3-1)	(3-2)	(4-3)	(3/1)	(3/2)	(4/3)
Enrolments	22,160.2	23,120	23,362	23,612.5	1,208.0	239.2	244.3	5.5	1.0	1.0
Pre-school	3,092.8	3,360.5	3,393.7	3,456.1	300.9	33.2	62.4	9.7	1.0	1.8
Primary	14,574.2	14,697.9	14,765.6	14,808.3	191.4	67.7	42.7	1.3	0.5	0.3
Secondary	4,493.2	5,070.6	5,208.9	5,348.1	715.7	138.3	139.2	15.9	2.7	2.7
Teachers	894,076	982,925	995,486	1,009,257	101,410	12,561	13,771	11.3	1.3	1.4
Pre-school	129,576	150,064	151,793	155,777	22,217	1,729	3,984	17.1	1.2	2.6
Primary	507,669	539,853	543,694	545,717	36,025	3,841	2,023	7.1	0.7	0.4
Secondary	256,831	293,008	299,999	307,763	43,168	6,991	7,764	16.8	2.4	2.6
Schools	172,980	194,775	195,714	200,833	22,734	939	5,119	3.1	0.5	2.6
Pre-school	58,868	68,997	69,916	72,650	11,048	919	2,734	18.8	1.3	3.9
Primary	91,857	99,068	98,286	99,176	6,429	782	890	7.0	0.8	0.9
Secondary	22,255	26,710	27,512	29,007	5,257	802	1,495	23.6	3.0	5.4

Source: Ministry of Public Education.

[1] Thousands of students.

[2] Estimated.

407. As a result of efforts to improve the quality of educational services, the drop-out rate in basic education fell during the 1990s, from 5.3 per cent to 2.3 per cent (1999), while the failure rate fell from 10.1 per cent to 6.8 per cent. As a result, more and more students (around 83.9 per cent) are successfully completing their studies.

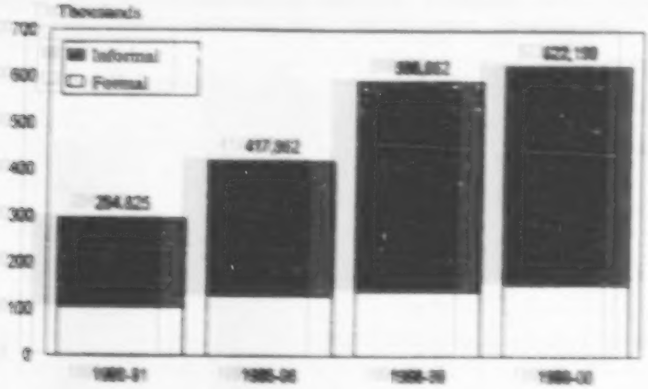
408. When one looks at access and retention rates for children at the various levels of education, one cannot fail to be struck by the considerable progress made. There is virtually no perceptible inequality in basic education. When it does occur, it tends to do so in more economic and socially vulnerable sectors, where notions of masculinity and femininity in the economic context continue to be dominated by stereotyped thinking which, in many ways, prevents women from adopting new approaches to their relationships and their way of life.

Early education

409. Early education concerns children aged between 45 days and three years eleven months. This educational service is presently provided to over 622,000 children, an increase of 327,000 compared with 1990. Over the past 10 years, the

number of children receiving early education rose from 3.3 per cent to 7.2 per cent of the total potential number.

Early-education enrolments, 1999-2000



Source: Ministry of Public Education (SEP), Planning, Scheduling and Budgeting Department.

410. Education for students in formal education is provided at the Centres for Infant Education (CENDI), while the informal component addresses mothers and fathers from rural communities, with a view to enhancing traditional methods of raising children. It is the informal component that has grown faster over the past decade, reflecting efforts to improve gender equity in education.

Pre-school education

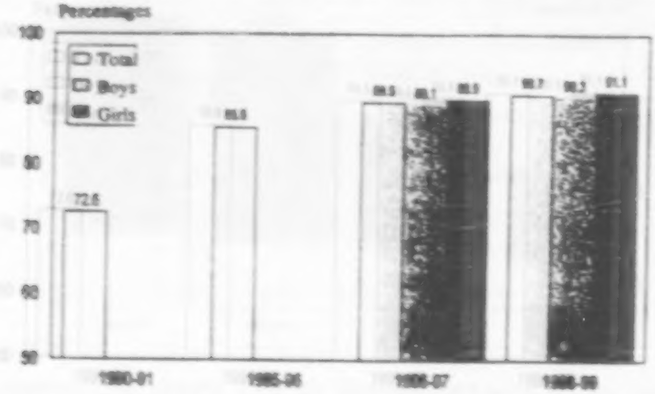
411. During the 1999-2000 school year, approximately 3.4 million children received education at the pre-school level. Of these, 50.4 per cent were male and 49.6 per cent were female. For the 2000-2001 school year, it is expected that total registration at this level will increase by 62,000, to around 3.5 million students.

412. The Ministry of Public Education (SEP) publication "Basic Statistics for the National Education System" includes figures on the level of enrolment by education level. Previously, data broken down by gender had been available only for the 1994-1995 school year. Gender-disaggregated data is now published (having been available since the 1997-1998 school year).

413. At present, nine out of 10 children enrolling for the first time in the first year of primary school have received pre-school education. The progress

seen in this indicator during the 1990s reflects the influence of the General Education Act, which makes it mandatory for the State to provide at least one year of pre-school education for all children.

New first-year primary school enrolments having received pre-school education, by gender, 1990-1999



Source: Ministry of Public Education (SEP), Planning, Scheduling and Budgeting Department.

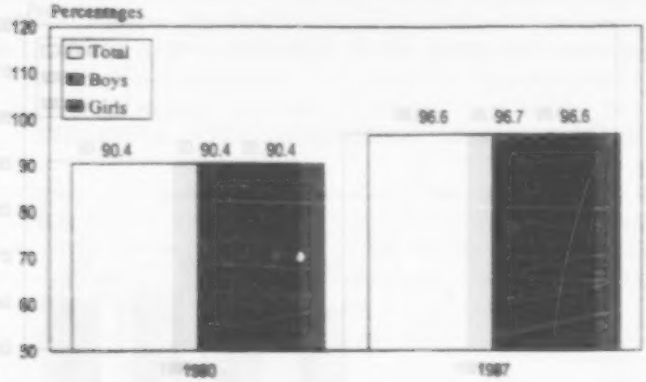
Primary education

414. At the end of the 20th century, more than 96 per cent of the population of primary-school age were enrolled in that educational level. Consistent progress was made during the 1990s. The growth was over six percentage points, according to data provided by censuses and demographic surveys. The 2000 Census will reflect the progress made during the 1990s and for the first time, will identify the reasons why students do not attend school, or drop out of school.

415. During the 1999-2000 school year, around 14.8 million children and young people received primary education in the national formal-education system. Demographic trends have led to a decrease in the number of primary-school students enrolling each year. This trend looks set to continue over the next few years.

416. For the 1996-1997 school year, girls accounted for 48.5 per cent of all primary school enrolments. For the year 1998-99, the percentage was 48.6 per cent (a total of 7,148,812 girls).

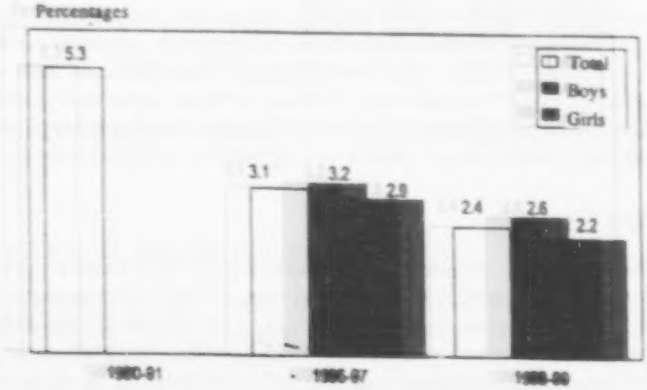
Net primary-school enrolment rates for population aged 6 to 11, 1990-1997



Source: INEGI, 1990 Eleventh National Population and Housing Census; INEGI, 1997 National Survey of Demographic Trends.

417. Although virtually all Mexico's children have access to primary education, it may be noted that enrolment rates gradually fall in the upper primary grades, as more students drop out of school. In this context, it has been noted that over recent years, the drop-out rate has been higher among boys than among girls. For the 1996-1997 school year, the drop-out rate for boys was 3.2 per cent, while for girls the rate stood at 2.9 per cent. A year later, the rates were 3.0 per cent and 2.7 per cent respectively and, in 1998-1999, 2.6 per cent and 2.2 per cent respectively. The discrepancy between the genders reflects the greater propensity among men to fail and drop out of school.

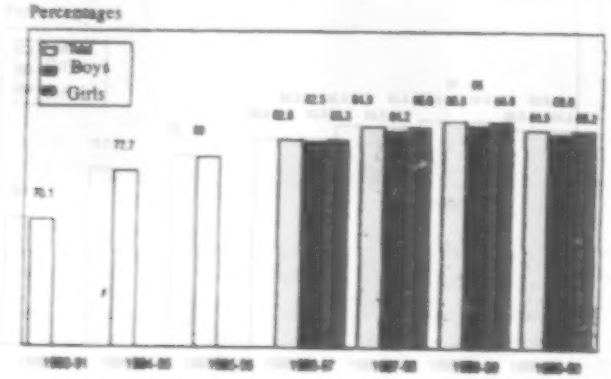
Primary-school drop-out rates, by gender, 1990-1998



Source: Ministry of Public Education (SEP), Planning, Scheduling and Budgeting Department.

418. For the 1996-1997 school year, Mexico's primary-education completion rates were 82.5 per cent for boys, and 83.3 per cent for girls. For the 1997-1998 school year, the rates were 84.2 per cent and 85.6 per cent respectively, while for the 1998-1999 school year, they were 85.0 per cent and 86.6 per cent respectively. It is estimated that in the 1999-2000 school year, 83.8 per cent of boys and 85.2 per cent of girls will complete their primary education.

Primary-school completion rates, 1990-1999



Source: Ministry of Public Education (SEP), Planning, Scheduling and Budgeting Department.

419. According to the goal set out in the 1990 National Plan of Action for Children, 80 per cent of children entering primary school should finish their primary education. This goal has been achieved since the mid-1990s, with an increase of around 15 percentage points having been realized. However, the progress achieved is greater if we consider that, thanks to adult education, 87 per cent of the population has finished primary school by the age of 15.

420. The compensatory schemes that direct special material and financial resources to families and schools in the country's poorest regions and the extension of initiatives among the indigenous population and at the community level have improved school retention rates, which are reflected in lower failure and drop-out rates and, ultimately, in a higher percentage of the student population completing their six years of primary education.

Secondary education

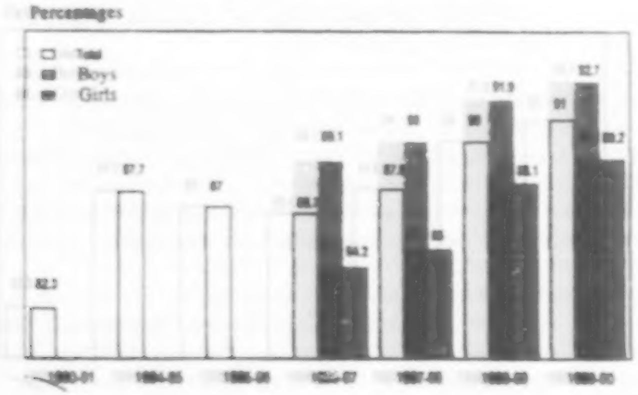
421. Over the past decade, secondary-education enrolments have increased by 25.6 per cent. This is largely because since 1992, secondary education has been part of the compulsory education system. In the 1999-2000 school year, 5.2 million young people were educated within the formal system, representing an increase of over 138,000 students compared with the previous school year. It is estimated that during the present school year, the total enrolment level will be over 5.3 million students.

422. During the 1999-2000 school year, 993,000 students were educated via the telesecundarias (television-based distance-learning secondary schools), which are aimed primarily at young people living in marginalized rural communities. It is estimated that 67.1 per cent of the increase in secondary-school enrolments is due specifically to the telesecundarias, which enable those who have dropped out of primary education, and who live in small, isolated rural towns or in certain suburban districts of Mexican cities, to pursue their basic education. At present, the telesecundarias system accounts for one-fifth of all secondary-school enrolments.

423. Today, girls make up 48.6 per cent of school enrolments at this level. Their completion rate is increasing very significantly compared with that of boys. For the 1998-1999 school year, 89.6 per cent of boys completed their studies, while 92.1 per cent of girls who began their secondary studies went on to complete them. The drop-out rate for boys is also higher, as 11.4 per cent of boys did not remain in school during the same school year. This compares with a rate of 7.9 per cent for girls.

424. Notwithstanding the lower drop-out rate, and despite the progress achieved over the last decade, fewer girls go on from primary to secondary school.

Students going on to secondary-schools, 1990-1999



Source: Ministry of Public Education (SEP), Planning, Scheduling and Budgeting Department.

Compensatory programmes and the promotion of equity

425. The Government of Mexico has made significant efforts over recent years to ensure that students taking basic-education courses in the country's poorest regions are provided with the resources they need to complete their studies. Of particular note in this regard are the compensatory programmes, the education offered to the indigenous population, community-based education initiatives, education for persons with disabilities, and educational scholarships offered under the Education, Health and Food Programme (PROGRESA).

426. During the present school year, 5.2 million students will benefit from compensatory programmes.

427. The Ministry of Public Education, through the National Education Promotion Council (CONAFE), runs the following compensatory programmes:

- Programme to Eliminate Educational Backwardness (PARE);
- Programme to Eliminate Backwardness in Basic Education (PAREB);
- Comprehensive Programme to Eliminate Educational Backwardness (PIARE);
- Early-Education Development Programme (PRODEI);
- Disadvantaged School Support Programme (PAED);
- Programme to Eradicate Backwardness in Early and Basic Education (PAREIB).

428. During the school year 1997-1998, actions initiated under the PAED were included under the PIARE, while the PAREB absorbed the general-primary and early-education actions initiated under the PARE and the PRODEI.

429. Actions implemented under CONAFE focus on the same communities addressed by the PROGRESA. The intentions are to implement those actions on a joint basis and to maximize their impact.

430. In order to support students in all primary schools (including schools in indigenous communities), 4.3 million packets of school materials were distributed during the 1999-2000 school year.

431. With the aim of increasing the quality of education in the most marginalized rural and indigenous communities, specialized training was offered during the 1999-2000 school year to 80,000 teachers, supervisors and principals working in those regions. The same staff were also given training working together to create educational initiatives that make it possible to identify schools' main problems and to determine ways to resolve those problems.

432. In view of the attention that needs to be paid to the specific characteristics of each of the country's different cultures, and in view of the need to provide educational options promoting a more favourable relationship with the surrounding environment and with the rest of society, a bilingual educational model has for a number of decades been directed at children from the country's various ethnic groups. In the same way, the Indigenous School Refuge Programme administered by the National Indigenous Institute (INI) provides the primary education sector with food, medical assistance, and hospitalization services, aimed at indigenous children between six and 14 years of age.

433. During the 1999-2000 school year, almost 30,000 parents' associations and schools benefiting from compensatory programmes received training and resources through the School Management Support Programme (AGE). Those resources were used for small school-improvement projects and for the purchase of educational materials. When this programme was launched, during the 1996-1997 school year, 5,200 associations received support.

434. For the present school year, through the education component of the PROGRESA, 2.5 million children and adolescents from the country's most backward

/...

regions have received scholarships to buy school materials. The purpose of this initiative is to help ensure that children continue to attend school and complete their basic-education studies. With the aim of encouraging equitable access to educational services among population groups living in extreme poverty, the PROGRESA provides specific incentives for young and adolescent girls.

435. It should be noted that efforts to promote educational equity concern not only basic training but also, to a lesser degree, actions designed to help young people with limited resources to complete higher-secondary and higher education. Notable in this context are the scholarship programmes, transportation-support programmes, public-sector initiatives, and the telebachillerato (the high school diploma earned through the telesecundarias).

The gender perspective in basic education

436. In the education sector there have been continued efforts to eliminate inequities regarding access and retention of girls and young women, as well as to combat sexist attitudes and contents in education. In this regard, a number of programmes have been implemented to address the needs of rural, marginal urban and indigenous population groups. Also important in this context are efforts to assess the situation at the micro-regional level, with a view to identifying where women lag behind men in the area of basic education. These programmes and projects notably include the following:

437. The creation of the Network of Educational Actions for Women, which involves all federal entities, and has led to the implementation of a number of measures, adapted to the specific requirements of each entity. Those measures include the launching of pilot workshops designed to raise the awareness of the community, teachers, and students, as well as parents and girl students in particular about the importance of secondary education for girls. At this point, the Ministry of Public Education has completed a micro-regional analysis which is helping to identify, at a national level, and from the geographical, ethnolinguistic and rural perspectives, where women lag behind in terms of basic education. As a result, a number of indicators have been designed at the municipal level. By providing a detailed picture of lags in education and by helping to identify the causal relationships between these characteristics and access to basic education of girls and women, the micro-regional analysis is becoming an important tool for the creation of actions and programmes able to help give girls greater access to educational services and encourage them to remain in school.

438. Notable among the actions implemented in early, pre-school, and basic education (primary and secondary) are those implemented under the Early-Education Development Programme. These actions include the programme Estímulos a la Educación Básica ("Incentives to Basic Education"), the programme Camino a Secundaria ("Road to Secondary Education"); the programme Escuela para Padres. Sí para nuestros hijos ("School for parents: Yes for our children"); the project Educación para la sociedad ("Education for Society"); the project Diagnóstico de necesidades de atención a hijos de madres con jornada nocturna ("Assessing the needs of children of mothers who work at night"); the project En un Mundo Diverso ("In a Different World"); the project Actividades iniciales para la

/...

expresión y la formación de valores (Initial activities for expressing and forming values"); the project *Aproximaciones a un diagnóstico microrregional del desarrollo educativo de la niña y la mujer* ("Approaches to a micro-regional analysis of the educational development of girls and women"); the incorporation of the gender perspective in formal education syllabuses and curricula; and the incorporation of the gender perspective in the *telesecundarias*.

439. The project *En un Mundo Diverso* offers instruction in equality, beginning at the early-education level. The intention of this project is to help ensure that interaction between girls and boys does not lead to gender discrimination or segregation, or to the construction of hierarchies, but promotes the overall development of the individual. This government-run project, which is aimed primarily at parents, is presently at the initial research stage.

440. The project *Actividades iniciales para la expresión y la formación de valores* aims to change or prevent gender-based inequality or discriminatory treatment, through workshops, courses, and teaching materials. As part of the project, an introductory workshop on "values" has been held, and a course entitled "Human development and the creation of values" has been held for staff of the Ministry of Public Education's Health's Centre for Infant Education (CENDI). A course was also held on the theme "An educational alternative for equity and equality of opportunities between girls and boys of pre-school age," equivalent to the ninth stage of the Master's Degree.

441. In 1999 the Ministry of Public Education and UNICEF launched the project *Diagnóstico de necesidades de atención a hijos de madres con jornada nocturna,* which is designed to rectify the absence of, or lack of childcare services available for working mothers, especially those who work at night. This is a research and bibliographical project, which has been run in the Federal District since October 1999, and which seeks to identify the needs in terms of providing care for children less than four years of age whose mothers work evening shifts or full shifts; to determine what services already exist in the Federal District for this population group; to propose measures and/or procedures for the coordinating or setting up of services, in accordance with the needs identified.

442. The programme *Camino a Secundaria* was introduced in June 1998 in the 31 federal entities, under the auspices of the Network of Coordinators of Educational Initiatives on behalf of Women. The programme is implemented as part of the project "Encouraging the transition from primary to secondary school, with emphasis on encouraging girls to continue their studies," and is backed by the Organization of American States (OAS). Its goal is to ensure that girls cease to lag behind in terms of their ability to gain access to educational services and remain in secondary education. This strategy provides opportunities to talk with students (girls and boys) about their abilities and about how they can fulfil their potential in secondary education. Particular emphasis is placed on encouraging girls to go on to secondary education. Parents are made aware of the impact of discriminatory actions in daily life, while teachers are made aware of the validity of their experience.

443. The Ministry of Public Education has been concerned to include gender content and aspects of sex education in its basic-education syllabuses, curricula, and free text books. The revision of primary-education textbooks was

/...

begun in 1993, with a view to encouraging young boys and girls to reflect upon their lives, to help them understand and value themselves, and to strengthen their self esteem, as well as to instil preventive habits that will enable them to live a healthy physical and emotional life. The intention is also to encourage the development of values such as respect, tolerance, acceptance and equity among men and women, as well as to strengthen and modernize teaching practices, by providing teaching materials. Support materials currently being used incorporate the gender perspective and also address themes such as health, sexuality, and addictions.

444. Since 1993, the Ministry of Public Education's Secondary School Syllabus and Curriculum has included a course in civics, as well as instruction in human rights. Gender equity is explicitly addressed in the first grade of secondary school and third grade students are offered studies in a range of related themes, including aspects of self-esteem in adolescence, health, expressing sexuality, addictions and vocational guidance. When a new course in civics and ethics was introduced, in 1999, a number of new textbooks were produced, and the Department of Telesecundaria Studies designed support materials and defined the contents of television programmes, which included a gender-equity component.

445. As of the end of 1998, the Educational Television Satellite Network (EDUSAT) had a total of 30,000 reception teams, responsible for administering the telesecundaria programme and for catering to the needs of all the country's general and technical secondary schools. It was within this context that the open-communication distance-learning project Educación para la sociedad was launched. This project involved the production and selection of television series, designed not only to promote material change on the part of women, but also to change attitudes, beliefs, practices and behaviour patterns with a view to promoting gender equality. At present, there are plans to produce 42 television series, aimed at children (3-13 years old), adolescents (14-20 years old) and adults (21-59 years old), as well as to provide guidance services for parents.

446. In a similar way, the programme Escuela para Padres. Sí para nuestros hijos uses electronic media (computer, video and television), in order to provide support to mothers and fathers of students enrolled in the different levels and types of basic education offered by the Federal District, with a view to helping families live together more successfully.

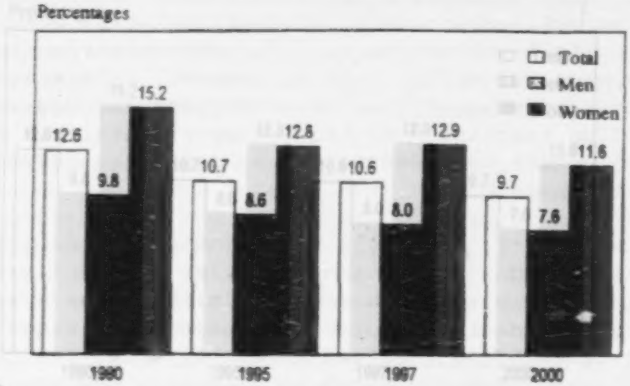
Adult education

Adult illiteracy

447. Adult illiteracy continues to represent an enormous challenge, both for the Mexican education system and for society in general. A decade of effort has yielded a reduction of only 2.9 percentage points in the adult illiteracy rate.

448. For the year 2000, the illiteracy rate stood at 9.7 per cent (11.6 per cent among women and 7.6 per cent among men). It is noticeable that the 60 and over age group accounts for a significant proportion of the illiterate population. Note, however, that international indicators focus on the 15-59 age group, which in Mexico has an illiteracy rate of 7.7 per cent.

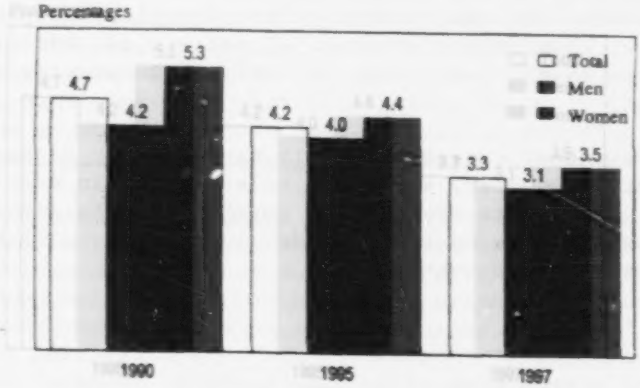
Illiteracy in the 15 and over age group, 1990-1999



Source: INEGI, 1990 Eleventh National Population and Housing Census; 1995 Population Count; 1997 National Survey of Demographic Trends; 2000 Twelfth National Population and Housing Census.

449. Among young people between 15 and 24 years of age, the illiteracy rate is 3.3 per cent. This reflects the fact that present generations of students have been included in basic education on an almost universal basis.

Illiteracy in the 15-24 age group, 1990-1997



Source: INEGI, 1990 Eleventh National Population and Housing Census; 1995 Population Count; 1997 National Survey of Demographic Trends.

450. Among the Federal Government's main concerns in terms of education policy has been to offer appropriate and quality solutions to all young people and adults who have not taken or completed basic education, so that they can improve their living conditions and be better prepared to join the labour market.

/...

451. Over the past decade, adult education has begun to transform itself into a comprehensive service, which regards literacy as the first step in an educational process designed to meet the basic learning needs of women and men. Basic needs are defined according to the requirements of the labour market and of students' social and community context. The goal is to prevent functional illiteracy on the grounds that, in every case, learning reading and writing becomes a useful tool to aid adults' development in the workplace, within the community, and within the family.

452. Another feature of the present system of adult education is recognition of the knowledge and skills acquired by such people through their lives, whether by formal or informal means.

453. The purpose of federalizing educational services is to increase adults' social participation in the educational process. To date, 17 delegations of the National Institute of Adult Education (INEA) have been formally transferred to federal entities, and 19 state agencies have been set up to provide primary and secondary literacy services to adults who request them.

454. It is estimated that 1.3 million people took INEA-run adult-education courses during the year 1999-2000 - a fall of 400,000 compared with the figure reported for the previous school year.

455. During the 1999-2000 school year, 377,000 people participated in literacy courses, and 59 per cent of those students completed the studies. The same year, 900,000 adults took primary and secondary education classes (43 per cent completed their studies). In 1999, the INEA awarded 321,000 secondary-education certificates - the highest number since the Institute was created.

456. Within this context, the INEA is working on a reform of its adult-education model, designed to introduce the gender perspective. In marginalized areas, it has introduced a specific women-oriented project, which is combined with training initiatives.

457. In April 2000, a new educational model, entitled Educación para la Vida ("Education for Life"), was introduced. The intention was to provide a more suitable response to the educational needs and interests of the adult population. Based on a modular structure, which increases the flexibility of educational services and also incorporates the gender perspective, the model takes a fresh approach to the knowledge and experience of those who have not completed basic education, with a view to adapting that knowledge and experience to the acquisition of appropriate knowledge and useful skills, which they will be able to apply in their daily lives. As well as striving to ensure that more women have access to education, the model helps adults to regard education as a continuous, life-long process.

458. The programme Secundaria a Distancia para Adultos ("Adult Secondary Education by Distance-Learning") is another important initiative, designed to increase the educational services offered to those aged 15 and over who had not completed their basic studies. The programme curriculum is highly practical in nature, using situations from people's daily lives. During the first phase of implementation, which began in March 2000, 106 programme offices were set up, in nine federal entities of the Republic.

459. Under the Programme of the Ministry of National Defence, the Ministry of Public Education, and the National Institute of Adult Education (SEDENA-SEP-INEA), slightly more than 61,000 recruits were trained, during 1999[2], to provide support to 77,000 of their friends and colleagues who had not completed or taken their basic education, and 65,000 members of the general population who were in the same situation: men and women students, housewives and workers. In the four years since the programme's launch, literacy training (primary and secondary levels) has been provided to more than 470,000 young people, as well as to 87,000 more people from the general population. The teaching materials used for the programme included 20 information brochures, which encourage students to think about a number of themes, such as youth, the family, sexuality, social risks, work, the community, human rights and the environment. Fourteen videos were also produced, for use as support materials.

460. Another interesting INEA programme was a project incorporating the gender perspective, implemented on behalf of PRODEI groups working in the state of Guerrero. This was an experimental project, which ran between 1997 and the end of 1998. It included a literacy component incorporating the gender perspective, which was linked to the real lives and interests of the participants, especially the women.

Employment training

461. Over recent years, the Government of Mexico has tried to ensure that the nation's employment-training capacities are more in tune with society's needs. With this objective in mind, new, more flexible approaches to training have been developed, giving new emphasis to the "know-how" and work experience acquired by people in a variety of different areas. One of the main features of these new approaches is that they seek to foster closer relationships between training institutions and the national productive system.

462. The main departments and institutions offering employment training are: the Industrial Labour Training Centres (CECATI), which are run by the Federal Government, together with their corresponding decentralized state institutions; the National College for Technical Vocational Training (CONALEP); the Office for Industrial Technical Training (DGETI); and the State Colleges for Scientific and Technological Studies (CECYTE). It is estimated that during the 1999-2000 school year, almost 928,000 people benefited from these training services. This figure

---

[2] The programme runs every year from April to November.

will rise to over 981,000 students and workers during the 2000-2001 school year.[3]

463. Certification of the knowledge and skills acquired by individuals in various ways during their lives, including during their working careers, is the responsibility of certifying agencies, which operate independently of educational institutions and of workers' and employers' union organizations. There are currently 18 such agencies, seven more than during the school year 1998-1999. As of July 2000, these agencies had issued more than 5,000 certificates, recognizing the qualifications of people in work-competence units.

464. To date, 26 federal entities have signed agreements with the Work-Competence Regulation and Certification Board and the federal authorities, to implement the principles of the project in their regions.

465. Unfortunately, since project records do not yet include data broken down by gender, it is not possible to obtain data regarding the number of women who have participated.

Higher secondary education

Coverage

466. During the 1999-2000 academic year, total enrolments in higher secondary education reached 2.9 million students. This represents an increase of 87,300 (3.1 per cent) compared with the previous academic year. Of all students enrolled, 59.4 per cent were taking the general high school diploma, 27.6 per cent the technological diploma, and 13 per cent the technical vocational diploma. In response to the demand for educational and vocational opportunities among young people finishing their basic education, 243 new schools were added during the academic year in question.

467. Young people wanting to combine work and studies have found viable options for pursuing their education through open preparatoria (pre-college preparatory) courses and higher-secondary level distance-learning. The process of transferring responsibility for the open preparatory system to the federal entities (a process begun in 1995) is almost complete. Governments of federal entities are now officially responsible for providing this service. It is estimated that during 1999, 10,150 people gained certification for their higher-secondary studies through the open preparatoria system.

468. Between 1990 and 1999, the number of women taking higher-secondary education courses fell by 15 per cent, from 229,790 to 207,137. However, significantly more young women are finishing their higher secondary studies. During the 1998-99 school year, 62.4 per cent of female students completed this level, while only 54.1 per cent of young men did so. A comparison of drop-out rates reveals a similar picture. Whereas 19.9 per cent of young men dropped out of higher secondary education, only 15.2 per cent of young women dropped out.

---

[3] This figure corresponds to the total number of people enrolled in formal employment-training programmes at public and private educational institutions.

Higher education

Coverage

469. Higher-education enrolments have been producing the national education system's highest growth rates. It is estimated that up to the end of the present year, the number of students enrolled at this education level will have grown by 46 per cent compared with the 1994-1995 school year.

470. After the 1998-1999 school year, higher-education enrolment rates exceeded the goal set out in the Education Development Programme 1995-2000, which was to reach 1.8 million students by the end of the year 2000. During the 1999-2000 school year, there were slightly fewer than 2 million students enrolled in a higher-education institution. With respect to the academic year 1998-1999, this represented an increase of 125,000 students, or 6.8 per cent.

471. However, the academic orientation offered to women is significantly different from that offered to men, and this influences their study choices. As a result, women are far more likely to choose careers in the humanities, social sciences and health sectors than to choose careers in the exact sciences or engineering.

Science and technology

472. The Federal Government has provided confirmation of its support for the training of senior-level human resources, by assigning the training process a place of considerable strategic importance in the overall development of science and technology in Mexico.

473. Since 1994, an average of 29,153 students per year have been given support to pursue postgraduate studies, both in Mexico and abroad, and this year's total (30,924) is the highest number achieved to date. The resources allocated to these activities have risen by 22.5 per cent in real terms over the past six years.

474. The highest number of scholarships was awarded in the education sector. During the current year, the number of scholarships awarded in this sector will rise to 25,913. This represents a 54.1 per cent increase from the 1994 level and a 3.9 per cent increase from the 1999 level. Other sectors that have been extremely active in terms of training senior professionals were the health sector, which this year is providing support to 1,684 students, and the energy sector, which is providing support to 1,679 scholarship holders.

475. Because the data regarding the progress and results achieved through these actions is not prepared on a gender-disaggregated basis, it is not possible to say how many women have benefited from them.

ARTICLE 11

Introduction

476. In 1995, during the period of severe recession, the number of people in employment fell by 8 per cent compared with December 1994. Since then, the economy has staged a modest recovery. As of June this year, there were 12,605,776 men and women workers receiving social security from the Mexican Social Security Institute (IMSS). Comparison of data for December 1995 with those for December 1999 shows that the number of people receiving social security from the IMSS on a permanent basis rose at an average annual rate of 5.7 per cent during that period. Between June 1999 and June 2000, the average annual increase was also 5.7 per cent.

Net job-creation according to number of workers receiving social security from IMSS, 1994-2000[1]

Workers receiving social security from IMSS	1994	1995	1996	1997	1998	1999	2000[2]
Annual average	-5,275	-611,200	239,803	744,847	816,591	645,330	743,843
December to December	136,525	-814,465	819,950	611,275	753,359	700,550	780,975
Permanent							
Annual average	12,295	-301,618	313,569	763,699	469,266	347,244	537,735
December to December	138,055	-366,531	661,024	673,897	303,504	488,071	584,345
Temporary[3]							
Annual average	-17,569	-309,583	-73,766	-18,822	347,325	298,086	206,107
December to December	-1,529	-447,934	158,926	-62,622	449,855	212,479	196,630

Source: Ministry of Labour and Social Security (STPS) and IMSS data.

* Gender-disaggregated data not available.

[1] Excludes those receiving social security for medical reasons, students, those receiving family welfare payments, and those choosing to remain on social security.

[2] The annual average was obtained by comparing the period January-June 2000 with the same period in 1999. For the December-to-December period, comparison was made between June 2000 and June 1999.

[3] Workers qualifying for social-security benefits who have worked a minimum of 12 continuous working days or 30 days on a non-continuous basis over a two-month period, for a single employer.

477. Over the period 1996 to 1999, the number of workers registered in the Government Employee Social Security and Services Institute (ISSSTE) system increased at an average annual rate of 1.4 per cent. Similarly, as a result of the decentralization of education and health services to local governments, the number of staff members of government agencies and state and municipal governments registered in the ISSSTE system rose by 245,278 jobs, from 957,736 in 1995 to 1,203,014 in 1999, representing an average annual increase of 5.9 per cent. Among federal departments, the number of workers fell by 104,163 jobs, from 739,323 to 635,160, representing an average annual fall of 3.7 per cent. Among semi-public entities, as a result of measures linked to rationalization, austerity and budgetary discipline, the number of staff fell from 483,427 jobs to 466,280, representing an average annual fall of 0.9 per cent.

478. From September 1999 to August 2000, there were an average of 2,280,619 workers registered in the ISSSTE system. This was 1.0 per cent higher than during the same period in the previous year. The biggest increases were seen among workers in municipal governments and state agencies, which recorded increases of 5.0 per cent and 2.6 per cent respectively.

479. Moreover, the modest increase observed in the labour market during the period between December 1996 and December 1999 was reflected in surveys conducted by the INEGI. The export factory industry recorded average annual growth of 15.2 per cent, while the manufacturing industry grew at an average annual rate of 2.8 per cent, and wholesale and retail trade grew at rates of 2.2 per cent and 3.5 per cent respectively over the same period.

480. During 1996 and 1997, the upturn in production and employment levels, combined with lower inflation, helped to halt the sharp decline in the purchasing power of wages. Also, the slight recovery in real wage levels among most labour market sectors, which began to occur in a clear, if moderate fashion in 1998, continued up to the early months of 2000.

481. With a view to increasing disposable-income levels among lower-income workers, the Federal Government has continued to provide tax breaks for those earning up to the equivalent of three minimum wages.

/...

Wages, 1994-2000 (annual average)

Category							
General minimum wage	1994	1995	1996	1997	1998	1999	2000[1]
Nominal[2]	13.970	16.428	20.394	24.300	28.301	31.910	35.120
Real[3]	45.454	39.001	35.438	35.180	35.419	34.191	35.120
Average IMSS-contribution wage							
Nominal[4]	49.60	56.52	67.63	80.23	94.68	110.84	124.79
Real[5]	157.79	134.48	118.61	116.55	118.71	119.18	124.79

Source: Ministry of Labour and Social Security (STPS) and IMSS and CONASAMI data.

* Gender-disaggregated data not available.

[1] For general minimum wage, figures effective from 1 January. For average IMSS contribution wage, figures represent average of first three two-month periods.

[2] Annual figures are weighted averages for effective days.

[3] Data adjusted for inflation, according to National Index of Consumer Prices for families with incomes up to one minimum wage equivalent. 2000 = 100.

[4] Nominal annual averages are weighted by the number of permanent contributing wage earners, which the IMSS registers according to the following social-security categories: 10, urban standard scheme; 17, service-substitution payment-reversion scheme; 3, rural wage-earners.

[5] Real annual averages correspond to arithmetic average of real two-monthly figures. Data adjusted for inflation, according to National Index of Consumer Prices. 2000 = 100.

/...

Indicators for jobs and unemployment, 1994-1999

Gender and indicator	1994	1995	1996	1997	1998	1999	2000
Open unemployment rate	3.61	6.33	5.65	3.86	3.16	2.57	2.23
Men	3.73	6.30	5.55	3.39	2.89	2.45	2.12
Women	3.39	6.37	5.81	4.65	3.64	2.79	2.42
Alternative open unemployment rate	5.52	8.17	6.58	4.76	4.14	3.42	n.a.
Men	5.43	7.86	6.37	4.21	3.69	3.14	n.a.
Women	5.68	8.70	6.96	5.71	4.92	3.92	n.a.
Overall pressure rate	3.00	3.32	3.56	3.26	2.40	1.67	n.a.
Men	3.52	3.95	4.17	3.88	2.70	1.88	n.a.
Women	2.04	2.20	2.46	2.20	1.87	1.31	n.a.
Open unemployment rate plus employed persons working fewer than 15 hours	7.98	10.94	10.30	8.81	7.54	6.27	n.a.
Men	6.28	9.38	8.52	6.44	5.56	4.50	n.a.
Women	11.18	13.75	13.48	12.87	10.98	9.37	n.a.
Critical job conditions rate	32.19	31.50	29.97	27.92	24.64	24.23	n.a.
Men	31.95	31.78	30.25	28.49	25.04	24.58	n.a.
Women	32.63	31.01	29.49	26.94	23.93	23.61	n.a.
Open unemployment rate plus employed persons working fewer than 35 hours	23.60	27.77	26.46	25.76	23.57	20.55	n.a.
Men	18.20	22.63	21.23	19.85	17.84	14.99	n.a.
Women	33.79	36.99	35.80	35.87	33.52	30.32	n.a

Source: INEGI, National Survey of Urban Employment, 1994-1999. 2nd Quarter.

n. a.: not available

* Gender-disaggregated data not available.

(Footnotes on following page)

/...

(Footnotes to table)

---

[1] Indicators from the National Survey of Urban Employment. For 2000, data are for January-June.

[2] Persons 12 years old or more who did not work during the week used as the reference period, although they were available for work, or tried, without success, to participate in some form of economic activity during the two months prior to the week used as the reference period.

[3] Refers not only to those in open unemployment, but also to the inactive sector of the population who had stopped looking for work to take up activities at home or to study, but who were available to accept work.

[4] Percentage showing the unemployed population and those seeking work with a view to changing jobs or taking on an additional job, as a proportion of the economically active population (EAP).

[5] Proportion of the EAP who are unemployed, but who worked fewer than 15 hours during the week used as the reference period.

[6] Proportion of the employed population who work fewer than 35 hours per week for market-related reasons, who work more than 35 hours per week and whose monthly income is lower than the minimum wage, or who work more than 48 hours per week, earning less than the equivalent of two minimum wages.

[7] Proportion of the EAP who are unemployed, or who are employed and working fewer than 35 hours per week.

Situation of working women in Mexico

482. In 1999, Mexico's Economically Active Population (EAP) stood at 39.8 million, of which 13.3 million were women. The participation rate of women was 35.9 per cent and the participation rate of men was 78.0 per cent.

483. Labour statistics reveal an important change in the incorporation of women in the labour market. In addition to the increase in the participation rate of women, there have also been changes in profiles by age group. The highest proportion of women in the labour market is found in the 20-34 age group, which accounts for 40.9 per cent of the female Economically Active Population (EAP).

484. In 1999, 45.8 per cent of the female EAP were married and 14.1 per cent were separated, divorced, or widowed. The highest participation rate was found among women who were divorced (73.1 per cent) or separated (62.9 per cent). These are the women who, in the absence of male wage-earners, must work to maintain their homes. In the same year, the participation rate among women over 12 years old with one or more children was 41.0 per cent, while the participation rate among women with more than five children was 35.9 per cent.

485. Women who work outside the home devote around 38 hours per week to such work. They also face the parallel responsibility of their domestic chores - to which they devote 28 hours per week, on average - and must therefore bear the burden of a double working day.

486. Most working women are found in sectors of the economy with relatively low wage levels and perform tasks that are generally regarded as "women's work" (office workers, teachers, saleswomen or domestic workers).

487. The increased incorporation of women in the labour market has not helped to close the gap between women's wages and men's wages, with women continuing to earn lower wages in virtually all sectors of the economy. Furthermore, women's participation in the economy is focused to a large extent on jobs traditionally regarded as women's work. Their degree of integration into other forms of employment also remains minimal, and generally involves low-level positions.

488. In 1999, the average monthly income of working women was 1,933.0 pesos, while the average monthly income for men was 2,588.0 pesos. The average length of schooling received by women was 9.4 years, while among men the average was 8.4 years. In 1999, according to the National Employment Survey (ENE), the proportion of women earning less than the minimum wage was 25.2 per cent, while among men, the proportion was 15.4 per cent. Among those earning more than the equivalent of 10 minimum wages, the figures were 0.7 per cent of women and 2.4 per cent of men.

489. Of the employed population in 1999, 15.5 per cent of women did not earn any income. This situation is worse among women working in the agricultural and livestock industries, where 69.3 per cent of women received no income and 25.7 per cent did not receive more than the equivalent of two minimum wages, despite the fact that 39.2 per cent devoted more than 35 hours per week to those activities.

/...

490. In 1999, women who worked in family businesses without receiving any pay accounted for 47.2 per cent of the population employed in this area and 44.4 per cent of non-family workers who did not receive an income.

491. With a view to reversing gender discrimination in the workplace, the new Department of Equity and Gender of the Ministry of Labour and Social Security (STPS) promotes the implementation of 10 actions supporting equality for women, designed to combat inequity at work. Those actions are as follows:

1. To raise awareness of the rights of working women and promote their access to social welfare and social security, on an equitable basis.

2. To monitor implementation of labour laws in order to prevent discrimination based on marital status, gender, age, or pregnancy.

3. To provide sanctions for wage discrepancies based on gender and to prevent segregation in the workplace.

4. To promote the production of studies and statistics with a view to tracking labour-market trends and wage trends among men and women.

5. To encourage job-creation programmes, especially among microenterprises and small enterprises, with a view to increasing their productivity and financial health.

6. To promote the training and work-preparation of all women seeking work, through the Training Fellowships for Unemployed Workers programme (PROBECAT), the Comprehensive Quality and Modernization Programme (CIMO) and the Community and Social Services Work-Competence Regulation and Certification Board (CONOCER). The intention is to ensure that the skills and abilities which women acquire, and which are officially certified, will provide them with better opportunities in the labour market.

7. To provide women with orientation and guidance so that they can defend themselves and assert their rights before the Federal and/or Local Office for the Defence of Labour or the Federal and/or Local Conciliation and Arbitration Board.

8. To diversify work opportunities and provide guidance for the market, with a view to counteracting any practices involving unequal pay for workers doing equal work.

9. To combat practices that assign stereotyped roles to women or discriminate against women by encouraging them to take on work that is less well-paid.

10. To promote a climate encouraging the industrial and business sectors to facilitate legislative amendments designed to eradicate inequity in the labour market.

Promotion of employment, training and productivity at work

492. The Ministry of Labour and Social Security (STPS), through its National Employment Department (SNE), has two main areas of responsibility.

493. The Ministry's first major responsibility is to try to match men and women workers with job opportunities offered by industry, in accordance with their knowledge, abilities, and experience, in a timely, effective and appropriate manner. The Ministry achieves this through its Information System, with which it tracks and analyses companies' demand for staff and market trends in all the country's federal entities.

494. During 1998, the SNE dealt with a total of 305,852 requests for employment, 43.1 per cent (131,706) of which came from women. The highest proportion of women requesting work (56.1 per cent) came from the 20-29 age group. Next came the 15-19 age group (20.6 per cent) and the 30-39 age group (17.3 per cent).

495. Between 1995 and 1999, 294 job fairs were held, involving 1,637 companies. A total of 634,354 job requests were received, and jobs were found for 203,477 unemployed persons. Between September 1999 and August 2000, 133 job fairs were held, with 316,492 vacancies being advertised, 285,060 job requests being received, jobs being found for 69,617 unemployed persons, and 8,113 firms participating. In 1998, 14,000 women participated in the job fairs.

496. The SNE underlined its efforts on behalf of women, through its Labour Market Modernization Project (PMML), by providing placement and training services aimed at specific population groups. In 1998, a total of 189,143 women participated in the PMML.

497. The Ministry's other main responsibility is to train the unemployed and underemployed population, with a view to facilitating their involvement in employment and raising productivity. With this objective in view, the Ministry has continued to implement a broad programme entitled the Training Fellowships for Unemployed Workers Programme (PROBECAT). This programme includes the formal school component, the joint component, and local initiatives, as well as the Comprehensive Quality and Modernization Programme (CIMO), which is designed to preserve and expand employment, by fostering the development of active human resources at micro, small- and medium-sized enterprises, with a view to raising their levels of quality, productivity and competitiveness.

498. During the year 2000, the SNE consolidated its efforts to match job offers to job requests, to provide job seekers with information about labour market conditions for job seekers, and to promote certification of workers' skills and abilities, as well as to help employers to find candidates to fill their vacancies. In this respect, the most significant results are as follows:

/...

Employment training, 1994-2000

Category	1994	1995	1996	1997	1998	1999	Sept. 98-Aug. 99	Sept. 99-Aug. 2000[1]
Training Fellowships for Unemployed Workers Programme (PROBECAT)	198,864	410,323	537,392	551,581	493,170	543,959	2,927	616,691
Work-Competence Training Fellowships[2]		1,995	8,634	12,071	13,490	8,227	4,889	20,518

Source: Ministry of Labour and Social Security (STPS).

* Gender-disaggregated data not available.

[1] Estimated figures.

[2] Refers to fellowships awarded under the Technical Education and Training Modernization Programme (PMETC).

Training Fellowships for Unemployed Workers Programme (PROBECAT)

499. The purpose of PROBECAT is to improve the abilities and skills of the unemployed, by providing training courses and awarding fellowships, equivalent to the minimum wage, for the period during which they take the courses. Between 1995 and 1999, an annual average of 515,768 people received a training grant. This was 5.4 times the figure for the 1990-1994 period.

500. During the period from September 1999 to August 2000, and including work-competence training grants, PROBECAT provided 28,069 training courses for the unemployed, benefiting 637,209 people. These figures represent increases of 28.7 per cent and 30.6 per cent, respectively, compared with the previous period.

501. Of all the training fellowships awarded between September 1999 and August 2000, 21.4 per cent were coordinated through the formal-school component, and 40.2 per cent were channelled through the joint-training component, under which a combination of academic and vocational courses are provided, in coordination with companies, in the areas of specialization relevant to their vacant positions. A further 35.2 per cent of fellowships were awarded through local employment initiatives, which incorporate measures regarding self-employment, the provision of support for workers with limited resources belonging to production units in the social services and rural sectors, and health-sector initiatives. The remaining 3.2 per cent were awarded within the work-competence component, the content and structure of which focus on the creation of technical regulations regarding work competence.

502. In 1998, 291,071 women received training through PROBECAT. Women therefore received 51 per cent of all fellowships awarded. With respect to the component providing training for self-employment, 67 per cent of the fellowships awarded went to women. PROBECAT also provided support for training initiatives designed to improve the medical care provided in the health sector. These initiatives are aimed primarily at women living in rural communities or urban working-class districts, who provide basic services in a traditional manner.

503. In 1999, 317,245 fellowships were awarded to women. This figure represents 57 per cent of all fellowships awarded. During 2000, 233,226 fellowships will be awarded to women, representing 58 per cent of fellowships awarded.

Fellowships awarded under PROBECAT, by category, 1994-2000

Category	1994	1995	1996	1997	1998	1999	2000[1]	Sept.98-Aug.99	Sept. 99-Aug 2000[2]
Fellowhips awarded	198,864	412,318	544,026	563,652	506,660	552,186	339,526	487,816	637,209
Formal school	160,779	205,455	166,187	189,924	125,388	121,533	78,353	110,752	136,532
Joint[3]	38,085	58,507	70,155	95,964	181,857	230,686	146,887	208,811	255,922
ILE[4]		146,361	301,050	265,693	185,925	191,740	102,196	163,364	224,237
Work Competence[5]		1,995	6,634	12,071	13,490	8,227	12,090	4,889	20,518

Source: Ministry of Labour and Social Security (STPS).

* Gender-disaggregated data not available

[1] Preliminary figures for January-July.

[2] Estimated figures.

[3] Includes joint training initiatives in large, medium, micro and small enterprises.

[4] Refers to Local Employment, Self-employment and Health Sector Initiatives.

[5] Refers to fellowships awarded under the PMETC.

504. In 1995, the first workshops for the unemployed were held. Up to August 1999, 11,962 workshops had been held, involving 155,192 participants. During the period September 1999 to August 2000, 4,457 workshops were held, involving 55,692 job seekers. In 1998, 7,000 women took part in the workshops for the unemployed.

Comprehensive Quality and Modernization Programme (CIMO)

505. In an effort to improve the training provided to active human resources, the Comprehensive Quality and Modernization Programme (CIMO) trained 3,115,894 workers from 1,325,242 companies between January 1995 and August 2000. This represented increases of 6.4 and 7.9 times, respectively, compared with the 430,312 workers trained and the 147,012 companies participating between 1990 and 1994. The number of workers assisted rose from 368,111 in 1995 to 760,828 in 1999. Over the same period, the number of companies participating rose from 104,592 to 418,748, and the number of workshops held increased from 30,014 to 72,626. Of particular note was the increase in the number of microenterprises participating in the training workshops. These companies increased their participation from 72.9 per cent to 90.3 per cent of all companies served.

506. The Comprehensive Quality and Modernization Programme (CIMO) is based on a series of institutional mechanisms, including an Advisory Group comprising various organizations of civil society, which have a confirmed interest in the working conditions of women, such as the Interdisciplinary Group on Women, Work and Poverty (GIMTRAP) and Women's Union Action (MAS).

507. From September 1999 to August 2000, 81,061 workshops were held, involving 805,366 men and women workers and 430,497 companies. These figures represent increases of 33.9 per cent, 20.7 per cent, and 29.9 per cent, respectively, compared with the previous period. During the same period, microenterprises accounted for 90.1 per cent of all companies served, while small- and medium-size enterprises accounted for 6.7 per cent and 3.2 per cent respectively. By sector of activity, the agricultural and livestock sector accounted for 39.9 per cent of all training and advisory workshops, while the food-processing and trade and services sectors accounted for 29.3 per cent and 30.8 per cent respectively.

508. Of all women who participated in CIMO workshops during 1998, 87.5 per cent work for microenterprises (fewer than 15 workers), 8.5 per cent work in small enterprises, and 4.0 per cent work for medium-size enterprises. This indirectly reflects the social impact of the programme, in terms of the impetus given to the productive work of women and their families.

509. The CIMO programme has also supported various initiatives aimed at women, such as the council for the coordination of productive projects (Las Mujeres Unidas Estamos Trabajando, or "Women are Working Together"), the management training initiative of the Mexican Companies Association, in the state of Veracruz, and the training provided at the industrial-agricultural units (UAIM) centred in three cities of the state of Yucatán.

510. Between 1998 and May this year, the CIMO programme provided training and advisory services to a total of 687,508 women. This figure represents 36 per cent of all people provided with assistance during that three-year period.

Employment training, 1994-2000

Category	1994	1995	1996	1997	1998	1999	Sept.98-Aug.99	Sept. 99-Aug 2000[1]
Training services (CIMO)								
Workers trained	150,226	368,111	549,095	517,815	613,664	760,828	646,500	805,366
Training workshops	11,040	30,014	48,802	48,886	55,371	72,626	60,554	81,061
Companies participating	45,740	104,592	174,897	183,742	307,237	418,748	326,200	430,497

Source: Ministry of Labour and Social Security (STPS).

[1] Estimated figures.

* Gender-disaggregated data not available.

Other plans, programmes and projects

511. The Plan of Action for the Creation of More and Better Jobs for Women in Mexico is closely linked with the main policies and programmes for follow-up to the Fourth World Conference on Women and with the country's overall development policies - especially the National Programme for Women: Alliance for Equality 1995-2000 (PRONAM). The aim of the Plan is to create more and better jobs for women by creating forums for dialogue and implementing joint actions among the various participants involved in the employment sector during the period 1998-2000.

512. Implementation of the Plan is the fruit of collaboration between the International Labour Organization (ILO), the Ministry of Labour and Social Security (STPS), the National Commission for Women (CONMUJER), the Ministry of Foreign Affairs (SRE), and other government departments, employers' and workers' organizations, and research and higher education institutions. At an international level, Mexico's Plan of Action is backed by the ILO programme "More and Better Jobs for Women" which was approved by the ILO Board at its 265th session, held in March 1996, and launched in June 1997.

513. To ensure preparation of the National Project, as well as its development, implementation and follow-up, three coordinating agencies were set up. One of these agencies, the National Coordinating Committee, is assisted by non-governmental organizations. Similarly, at the suggestion of the ILO, a PRONAM Advisory Group was created, comprising non-governmental organizations, business associations, and representatives of various organizations of civil society.

514. Within this context, the Ministry of Labour and Social Security, through its Department of Equity and Gender, and in coordination with the Federal Office

for the Defence of Labour (PROFEDET), is making great efforts to raise awareness of, and protect, the labour rights of working women, by strengthening a variety of institutional mechanisms and promoting training programmes in and outside the workplace, with a view to increasing women's expectations regarding employment and pay. In a similar vein, gender-awareness initiatives have been implemented among those responsible for implementing these programmes. Pilot projects have also been set up in two federal entities, one aimed at employers in the urban formal sector and another designed for women working in the factory export industry.

515. The state of Coahuila was used for the programme's pilot phase. The programme was aimed at women workers in the factory export industry, and involved 2,500 women at 10 factories. A total of 102 training courses were given on the theme of decision-making on the gender perspective. A total of 7,500 training hours were provided (equivalent to three hours per person), while 102 workshops were held on safety and hygiene, and 361 company administrators and union leaders (directors, managers, supervisors, heads of department) were trained in how to incorporate the themes of advancement and social development from a gender perspective.

516. A Gender-training workshop was also provided for 38 federal and local labour inspectors, and a total of 2,457 women were trained under the aforementioned programme "School for parents: Yes for our children." Four groups were created to provide training in behaviour-management for family members who look after children on behalf of working women. Under this programme, 95 families received therapeutic support.

517. The Technical Education and Training Modernization Programme (PMETYC) began operating in 1995, under the auspices of the Ministry of Labour and Social Security, the Ministry of Public Education, and the Work-Competence Regulation and Certification Board (CONOCER). The general aims of this programme are to lay the foundations for restructuring the various forms of training provided for the workforce and help raise the quality of that training, so that it becomes more in tune with the needs of workers and employers.

518. CONOCER is a national, non-profit organization of three constituent parts, comprising representatives of employers, social services, and the public sector. Its general functions are to plan, operate, encourage, and modernize the Work Competence Regulations System and the Work-Competence Evaluation and Certification System.

519. Among the goals of the Work-Competence Regulations System (SNCL), which is one of the components of CONOCER's Technical Education and Training Modernization Programme (PMETC), is that of promoting the development of Work-Competence Technical Regulations (NTCL), as instruments for defining work competence as a combination of knowledge, skills, abilities and aptitudes required to carry out a productive function, based on expectations regarding the quality expected within the productive sector. In an effort to ensure that the NTCL remain relevant, they are developed jointly by employers and workers.

520. In this context, the National Commission for Women encouraged CONOCER to create the Community and Social Services Work-Competence Regulation and

Certification Board, and especially the Subcommittee on Domestic Services. This was because the Commission regards the situation faced by women domestic workers as especially difficult. The Commission wanted to ensure that women no longer lagged behind with respect to their social condition in the areas of education and work. It also wanted to improve women's income, by introducing a certificate certifying their knowledge and offering them protection in the labour market. Its achievements in this area include the approval and certification of five regulations, four of which fall within the scope of the Subcommittee on Domestic Services, and one of which falls under the heading of Beauty Services. The regulations concern the following services:

1. Basic cleaning services
2. Services for the washing and ironing of clothes
3. Basic food services
4. Food preparation (haute cuisine)
5. Hair beauty services

521. The Comprehensive Microenterprise Support Programme, which is designed and implemented by the Mexican development bank Nacional Financiera (NAFIN), promotes initiatives by women's microenterprises, seeking to ensure that women's investments and business initiatives receive comprehensive backing in terms of financing, information, training, and adequate, accessible, sufficient and timely financial support. Other actions designed to ensure that women have access to loans and financial support for their productive activities, such as those implemented by BANRURAL, the National Fund for the Support of Social Enterprises (FONAES) and the Women's Enterprise Support Fund (both controlled by the Ministry of Social Development, SEDESOL), the National Agriculture Trusts (FIRA), the Regional Indigenous Funds (run by the National Indigenous Institute, INI), and the National Communal Land Trust Fund (FIFONAFE), are described in the sections of the present report dealing with Articles 13 and 14 of the Convention.

522. With a view to facilitating access to work for women with disabilities, and within the context of activities implemented by the Subcommittee on Labour, Training and Work Rehabilitation, the National Scheme for Comprehensive Family Development (DIF) launched, in 1995, its Offices for the Integration into the Workplace of Persons with Disabilities, providing career and vocational guidance services, as well as emotional counselling.

523. The National Institute for Seniors (INSEN) runs a programme designed to promote the equal opportunities of senior citizens in the labour sector and reincorporate women seniors into paid activities, maintaining a database of employers and job seekers. In 1998, the INSEN Employment Office received requests from 384 women, channelling 353 (or 92 per cent) of those requests to potential employers. INSEN also runs the Training Programme for Work and the Occupation of Spare Time.

524. Other parts of this report contain information regarding legislative reforms relating to women's labour rights.

ARTICLE 12

Women's health

525. Over recent years, considerable effort has been made to introduce major reforms into the health sector, with a view to ensuring universal access to an increasingly broad range of comprehensive, quality services.

526. According to estimates by the National Population Council (CONAPO), overall life expectancy is 75.35 years (73.1 years for men and 77.6 years for women). Despite this significant achievement, there continue to be major differences between the country's various population groups, and these differences are closely linked to development inequalities.

527. The reduction in mortality rates has been accompanied by a rapid transformation of the epidemiological profile of the Mexican population, characterized by a reduction in deaths due to infectious disorders and an increase in deaths due to non-transmissible pathologies.

528. Prominent among these disorders were heart disease, malignant tumours, and diabetes mellitus, which occupied the top three places in 1998, with rates of 71.1, 54.4, and 43.3 per 100,000 inhabitants, respectively. It is noteworthy that mortality due to heart disease is slightly higher among men (72.30 per 100,000) than among women (69.82 per 100,000), while with respect to malignant tumours and diabetes, the mortality rates among women (56.40 and 47.65 per 100,000 respectively) are higher than among men (52.55 and 38.86 per 100,000 respectively). This trend has been maintained over recent years, as may be seen from preliminary figures for deaths due to heart disease, which for 1999 stood at 69.61 per 100,000 inhabitants, and for 2000 is expected to be 70.89 per 100,000 inhabitants.

529. The reduction in infant mortality has made a significant contribution to the increase in the life expectancy of the population. CONAPO estimates that for the year 2000, the rate will be 24.93 deaths of infants under one year old per 1,000 live births. This represents a fall of 20 per cent compared with 1994 (31.4 per 1,000 live births).

Main programmes and services for the comprehensive care of women

- Basic Health Services Package, through the Strategy for Expanded Coverage (includes preventive medicine, nutrition and reproductive health)
- National Reproductive Health Programme
- Reproductive Health and Family Planning Programme
- National Programme for the Prevention and Control of Cancer of the Cervix and the Uterus
- National Women's Health Card
- Hospitales Amigos del Niño y de la Madre

/...

Selected causes of mortality, by gender, 1998

Cause	Absolute figure	Percentage
Men	247,082	100.0
Heart disease	30,574	12.4
Accidents	25,296	10.2
Malignant tumours	25,145	10.2
Cirrhosis and other chronic diseases of the liver	19,701	8.0
Diabetes mellitus	17,365	7.0
Conditions arising in the perinatal period	11,201	4.5
Homicide and injuries inflicted deliberately by another person	10,591	4.3
Other causes	107,209	43.4
Women	194,502	100.0
Heart disease	30,520	15.7
Malignant tumours	27,448	14.1
Diabetes mellitus	22,031	11.3
Cerebrovascular disease (stroke)	11,931	6.1
Conditions arising in the perinatal period	8,284	4.3
Accidents	7,382	3.8
Pneumonia and influenza	6,879	3.5
Other causes	80,027	41.1

Source: INEGI, Vital Statistics, 1997-1998.

Based on the International Classification of Diseases (ICD), 10th revision, causes of death are given according to cause categories and the 20 most frequent causes of death for each category.

Extension of coverage - basic health services package

530. Implementation of the Basic Health Services Package (PABSS) during the period 1995 to 2000, through the Coverage Extension Programme (PAC), the Education, Health and Food Programme (PROGRESA), the IMSS-Solidaridad Programme, the Indigenous Regions Services Programme (PAZI), and the Community Surgery programme, among others, as well as through State programmes, has enabled 16 million people living in conditions of poverty to gain access to free basic

/...

health services and made it possible to implement a policy of universal coverage.

531. The PABSS comprises 13 actions, designed to address the health problems most frequently found among the population, such as respiratory infections and gastrointestinal infections, as well as to provide preventive health care through training, community cleanup initiatives, and efforts to combat vectors carrying diseases such as malaria, dengue fever, and cholera. It also includes actions for the protection of children and women through prenatal and gynaecological care, as well as an immunization programme, which from 1995 to 2000 has increased the number of vaccines provided from six to 12.

532. The Coverage Extension Programme (PAC), launched in 1996, has been the basic mechanism for making progress with the implementation of the PABSS. At present, the PAC provides health care services under this model in more than 40,000 towns, in 874 municipalities located in 19 federal entities. During the current year, it will provide medical care to 8.1 million people, five million of whom live in predominantly indigenous communities.

533. The health component of PROGRESA enables almost 2.6 million families living in conditions of extreme poverty, in more than 53,000 towns located in 31 of the country's federal entities, to obtain PABSS services free of charge. In addition, by providing free food supplements, it works to improve the nutritional level of children between four months and two years of age, of children between two and five years old suffering from malnutrition, and of all pregnant or breastfeeding women. Health-education and health-promotion activities are also provided in communities in which the programme operates.

534. The IMSS-Solidaridad Programme provides first and second level health services to 11 million people living in 16,000 marginalized rural communities in 17 federal entities. Seventy-six per cent of these communities have access only via rough tracks or narrow dirt roads. There are a total of 1.9 million rural and indigenous families enrolled in the programme, which presently operates 3,540 first-level medical facilities and 69 rural hospitals. In support of PROGRESA actions in communities without health services, 225 micro-regions were created, comprising an average of 10 communities each. The IMSS-Solidaridad programme gives priority to preventive care, without neglecting curative care and rehabilitation, and involves the participation of 247,000 volunteers, mostly women, who are committed to the implementation of community actions designed to improve the health conditions and well-being of families and communities.

535. The Indigenous Regions Services Programme (PAZI), which provides basic health services, presently operates in 933 communities and, in conjunction with the PABSS, looks after almost 626,000 inhabitants, slightly more than 300,000 of whom are from indigenous communities.

536. Through the Community Surgery programme and the surgical services offered under the IMSS-Solidaridad programme, health care is provided to patients with limited resources with disabling or debilitating surgical problems. Over the past six years, the programme has provided care for around 47,000 people in marginalized rural communities. Local specialists have been encouraged to participate, and have been provided with instruction and training in the

/...

performance of these tasks, which are presently being offered in 15 federal entities.

537. WHO/PAHO have certified the universal coverage of basic health services in 28 federal entities. The State of Chiapas is due to be certified at the end of this year, and in the year 2001, the states of México, Oaxaca and the Federal District will receive certification.

538. The Healthy Municipalities Programme has enabled the population gradually to increase its involvement in the promotion of activities designed to improve health care, such as self-care and basic hygiene. The programme has enabled rural communities to overcome some of their health problems. The programme is being implemented this year in 1,540 communities - an increase of 188 compared with last year. The authorities' health-promotion activities are complemented by the voluntary and permanent participation of more than two million health service promoters, assistants and workers in rural communities.

539. Volunteer health service promoters, mostly women, represent a community force of significant value, providing a link between the community and health services in the implementation of programmes. Between 1994 and the present, almost 1.4 million caregivers have been trained, each looking after nine families on average, both in rural environments and urban and suburban areas.

540. In 1999, 1,234 facilities were set up in as many rural communities (of fewer than 2,500 inhabitants). As a result, in 5,690 communities, all mothers and pregnant and breastfeeding women were trained in the use of the PABSS, and 34,248 houses were registered as "friends of women and children's health."

Reproductive health

541. The adoption and implementation of the comprehensive reproductive-health perspective has led to significant mobilization of human and financial resources, with a view to defining the normative framework for the provision of services, promoting the training and sensitization of thousands of health officials in reproductive health matters and supporting reproductive-health measures involving highly regarded participatory models.

542. It is estimated that as a result of the coverage-extension programmes implemented in recent years, the percentage of the population having access to basic reproductive-health actions increased from 89.1 per cent in 1994 to 96 per cent in 1998. However, there continues to be a need to increase such actions, as well as to expand the people's access to other reproductive-health services, such as those concerning prevention, early diagnosis and timely management of sexually transmitted diseases and HIV/AIDS, among others.

543. Among women of childbearing age, the risks associated with pregnancy, confinement and the post-natal period are a major cause of death. Current mortality rates are too high and the speed at which those rates are declining is far from satisfactory. Poverty and marginalization are generally accompanied by relatively early mortality and by high morbidity rates, and discrepancies remain between different federal entities.

/...

544. The maternal mortality rate has fallen, from 6.68 per 10,000 live births registered in 1994 to 3.01 in 1999. Of all maternal deaths, 87.2 per cent were due to direct obstetrical causes, 7.0 per cent to indirect obstetrical causes, and 5.8 per cent to non-obstetrical causes. The three leading causes of obstetrical deaths are: haemorrhage (46.7 per cent), eclampsia (28 per cent), and sepsis.

Maternal mortality rate[1], 1990-1998

Years	Total
1990	5.4
1995	5.3
1996	4.8
1997	4.7
1998	5.3

Sources: INEGI, Mujeres y Hombres en México, 4th edition.

Ministry of Health (SSA), Mortalidad, 1998.

[1] Deaths per 10,000 births.

545. In order to monitor and evaluate actions aimed at reducing the causes of maternal morbidity and mortality, the National Inter-institutional Committee for the Study of Maternal and Perinatal Mortality set up 31 committees at federal state level. There are also committees in all public hospitals offering paediatric and obstetrical care, as well as in the 218 health districts under the jurisdiction of the Ministry of Health.

546. In 1999, the Committees for the Study of Maternal and Perinatal Mortality became Committees for the Prevention, Study and Follow-up of Maternal and Perinatal Morbidity and Mortality, assuming responsibility for preventive functions, as well as for information, education and communication (IEC) activities.

547. In the same way, various health institutions have defined programmes designed to monitor and reduce maternal mortality among young and adult women. Projects set up under the IMSS-Solidaridad programme include the educational communication model, which offers instruction in a number of issues related to sex education and self-care, addressing themes such as communication within the family, adolescent sexuality, teenage pregnancy, sexually transmitted diseases, and decision-making. One of the strategies implemented under this model is satellite-based teaching, through which these various issues have been transmitted to 2.6 million people, half of whom are women. These dissemination and education methods have transformed the way women take care of their own health.

548. The IMSS-Solidaridad programme also has a simplified system for the epidemiological surveillance of maternal mortality. Under this system, it is possible to identify some of the causes involved, with a view to modifying or setting up specific actions that can make a significant contribution toward reducing the number of cases of maternal mortality.

Causes of maternal mortality, 1998

Cause	Absolute figure	Percentage
Total	1,415	100.0
Direct obstetrical deaths	1,257	88.8
Abortion	110	7.8
High-protein oedema and hypertensive disorders of pregnancy, confinement or the post-natal period	474	33.5
Haemorrhage during pregnancy, confinement or the post-natal period	243	17.2
Diabetes mellitus during pregnancy	5	0.4
Obstructed birth	11	0.8
Puerperal complications	127	9.0
Sepsis and other puerperal infections	50	3.5
Other direct obstetrical causes	287	20.3
Indirect obstetrical deaths	151	10.7
Unspecified obstetrical deaths	7	0.5

Source: Ministry of Health (SSA), *Mortalidad*, 1998.

Care of pregnancy, confinement and the post-natal period

549. Prenatal care is provided by institutions from the public, social and private sectors. The main responsibilities of the PABSS include care of pregnancy, confinement and the post-natal period, involving detection of pregnant women, prenatal consultations, the implementation of tetanic toxoid, promotion of maternal breastfeeding, detection and referral of high-risk pregnancies, care of normal pregnancies, immediate care of the newborn child, administering of iron to pregnant women, and strengthening the training of community and institutional workers.

550. Over the last six years, the average number of prenatal consultations per pregnant woman has been increased by over 63 per cent. This year, it is

/...

expected that the average number of consultations will be 4.2 per pregnant woman, an increase of 8.0 per cent over the previous year. This will help to reduce maternal and neonatal mortality.

551. In addition to implementing the aforementioned actions, the IMSS-Solidaridad programme includes a simplified system for the epidemiological surveillance of pregnant women. The system has significantly increased the degree of early prenatal care provided during the first trimester of the pregnancy, thereby facilitating the early detection of pregnancy complications which threaten the lives of mothers and children. The average number of consultations per pregnant woman increased from 4.6 in 1994 to 6.7 in 1999.

552. Significant progress has also been made regarding care during confinement. During 1999, 86 per cent of births were attended by qualified personnel, while the remainder were attended by trained rural midwives. The nurses and midwives, who often attend uneducated women and women living in rural environments, continue to perform this work, although it has registered a decline, due mainly to the withdrawal of support for their activities and the lack of data about cases attended. The IMSS-Solidaridad programme currently includes 6,110 midwives, who attend an average of 18,760 births per year. The midwives have allied themselves formally with the institutional services structure, as part of the coverage-extension programme of the Health Sector Reform Plan. They have also been trained in caring for pregnancies from a risk-based perspective, normal births and the detection of warning signs, and procedures for referring cases to medical facilities.

553. As a result of efforts to promote the Hospitales Amigos del Niño y de la Madre, 95.4 per cent of public hospitals will receive their certification this year. In addition to 10 steps proposed by WHO/PAHO and UNICEF for certification of a Hospital Amigo del Niño(a), 18 additional steps are established under the initiative, with a view to defining a management strategy for the comprehensive care of reproductive health. The hospitals that have achieved this status promote the exclusive practice of maternal breastfeeding from birth, train mothers to look after newborn children, encourage mothers to remain with their children, and maintain the capacity to detect defects at birth. They also provide guidance and counselling in family planning, obstetrical post-event contraception, and neonatal cardiovascular resuscitation.

554. The Ministry of Health has implemented a number of specific strategies for the prevention and management of toxaemia in its most serious stages, such as the "red box" strategy, which involves the permanent provision of medicines for the management of this pathology. These boxes are available at all Ministry of Health hospitals.

555. With the participation of health sector institutions and non-governmental organizations, various promotion campaigns have been implemented to broaden the care of pregnancy, confinement and the postnatal period. These campaigns have been aimed at the general population, emphasizing the need to initiate care of the first few months of pregnancy.

556. The Women's Health Network of the Federal District, which comprises civil and academic organizations, supports actions for the exercising and protection

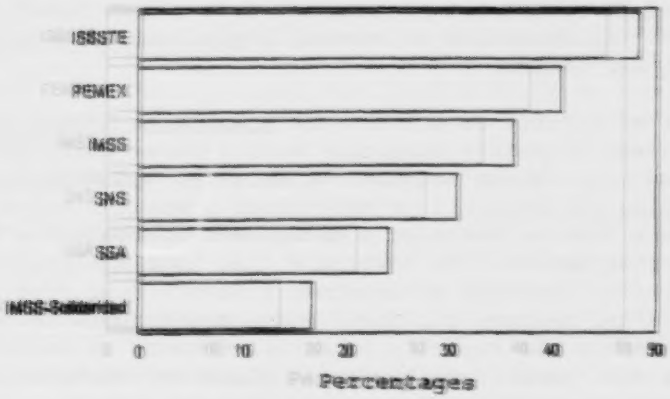
/...

of Mexican women's rights in the area of health. The Network also fights to raise the quality of reproductive health services and to promote legislative amendments designed to ensure that justice is served in these matters.

Caesarean delivery

557. The Committee to Promote the Safe Maternity Initiative (CPMSR), which comprises health-sector institutions, non-governmental organizations, state committees and international cooperation agencies, runs a number of innovative projects aimed at providing guidance to the population, reducing maternal morbidity and mortality, and attaining the objective of safe maternity. The Committee, together with the Ministry of Health, the National Institute of Perinatology, the private sector, and international agencies, has implemented strategies to reduce the use of the caesarean delivery, including the design of scientifically valid technical regulations; the requirement to seek a second, expert, independent opinion before performing such a delivery; the institution of caesarean review committees; and the provision of adequate graduate and postgraduate training.

Caesarean deliveries as a proportion of total births registered by institution, 1998



Source: Ministry of Health (SSA), National Health System Statistical Bulletin No. 18, 1998.

558. The ISSSTE has implemented measures to prevent excessive recourse to the caesarean delivery. It has drawn up institutional technical guidelines to reduce the surgery rate; it has implemented frequent and systematic revisions of the medical indications used for caesarean deliveries and promoted comprehensive obstetrical evaluation, including the use of partograms.

559. The IMSS-Solidaridad programme performs a systematic monthly revision and detailed analysis of caesarean indications, in order to implement or modify specific and timely measures designed to ensure that pregnancies are resolved in the best possible manner for mother and child.

/...

Abortion

560. Under no circumstances does the Government of Mexico regard abortion as a means of family planning, as is clearly set out in the National Population Programme 1995-2000, the Reproductive Health and Family Planning Programme 1995-2000 and the Official Mexican Regulation on Family Planning Services (NOM SSA2-1993). On the contrary, the fundamental objective of the Health Sector Reform Programme 1995-2000 in this respect is to prevent unplanned pregnancies and intentional abortions by providing information and family planning services. The perinatal health component of the Reproductive Health Programme promotes planned, healthy and safe maternity among the population.

561. For the National Health System, intentional abortion represents an important cause of diseases and death among women. Spontaneous abortion is the cause of infertility and sterility, especially when it occurs more than once. Furthermore, because abortion has many potential causes, it requires medical care to establish the actual cause and determine the most appropriate treatment. This action of the Reproductive health Programme finds legislative support in Article 4 of Mexico's Political Constitution, which stipulates that all Mexican men and women have the right to make a free, responsible and informed decision as to the number of children they will have and the intervals between their births.

562. From the health perspective, the Government of Mexico regards intentional abortion as a public health problem, since it is the fourth-leading cause of maternal mortality, and entails frequent complications, such as perforation of the uterus, haemorrhage and infection, which damage the health of the mother and, over the medium term, cause infertility. Intentional abortion also involves psychological consequences, and can cause depression, anxiety and fear.

563. The actions implemented by the health sector to confront the problem of abortion include the following:

- Prevention. Prevention of intentional abortion is achieved by preventing unplanned pregnancies, through efforts to improve the coverage and quality of the information and family-planning services provided. In the public sector, Mexico has expanded its range of contraceptive techniques and strategies in order to respond to the demands and priorities of couples in the different stages of their reproductive cycles.

- Quality care of women after incomplete or complicated abortion. Health sector institutions have trained the operating staff at its obstetrical care facilities in the suction aspiration method, a technique that offers advantages over the traditional method in a large majority of cases. Health personnel have also been trained to treat women in a situation of developing, incomplete or complicated abortion in a considerate, humane manner.

- Guidance and counselling. In order to prevent the recurrence of intentional abortion, health care personnel have been trained to provide orientation and counselling in reproductive health to women

/...

who have had an abortion, with a view to inform them about the advisability of post-abortion contraception. All actions by health care personnel are undertaken in a spirit of absolute respect for women's dignity and for their right to freedom of decision.

- Emergency contraception. A strategy recently promoted by the World Health Organization is that of emergency contraception, which essentially seeks to prevent unplanned pregnancies and intentional abortions. This contraceptive technique takes effect before implantation of the fertilized egg in the uterus wall can occur - that is, before pregnancy can occur. The Subcommittee for the Prevention and Control of Diseases is presently reviewing a proposal to incorporate this strategy in the Official Mexican Regulation on Family Planning Services.

- Termination of pregnancy in cases where abortion is not criminalized. The health sector has begun preparations for the training of personnel and the provision of equipment required to deal with demand related to circumstances in which termination of the pregnancy is required due to a specific indication of a penal nature (for example, rape) or of a medical nature, with efforts being made to incorporate modern technology. Mexico sent one representative from the Ministry of Health and another from organized civil society to participate in the technical meeting of experts held by the World Health Organization's Reproductive Health and Research Division from 18 to 22 September 2000 to draw up technical guidelines in this area, which will be available in the official languages of the United Nations at the end of November. The Government of Mexico will pay due attention to these recommendations with a view to honouring the commitment made at the 21st special session of the General Assembly of the United Nations, "Cairo + 5," held in New York in 1999.

- A register of intentional abortions, and of complications and deaths caused by abortion cannot be maintained with any degree of exactness in Mexico, because many abortions are performed in secret. The health sector does keep a register of public-sector hospital discharges related to abortions, whether spontaneous or intentional, and of deaths caused by complications due to abortions. According to data provided by the Ministry of Health's Statistics and Information Department, an annual average of 145,000 women attend Mexico's public-sector institutions due to developing or complicated abortions. It is estimated that between 20 and 45 per cent of these are spontaneous abortions. The General Secretariat of the National Population Council estimates that, taking into account women who do not attend public-sector facilities and those who attend private-sector institutions, the total for the number of abortions performed annually lies somewhere between 220,000 and 240,000. Other sources, especially those from civil society, estimate that the total figure is even higher.

- Register of maternal mortality due to abortion complications. It is estimated that approximately 100 women die each year as a result of complications due to abortion. However, the real figure may be higher,

/...

as death certificates sometimes give the cause of death as a haemorrhage due to obstetrical causes or a secondary infection.

Family planning

564. The country's rapid demographic transition, which has been reflected in a significant fall in the fertility rate over the past three decades, has been mainly due to the change in the reproductive preferences and views of Mexican couples, as well as the rapid dissemination and extension of family-planning and reproductive-health services.

565. If people are to be able to decide how many children they will have and when, one of the essential requirements is that they know about methods of birth control. They must also have adequate information regarding how and where to obtain them; they must be able to recognize which method is most appropriate for them, depending on their personal preferences and their personal situation; they must be made familiar with how they work, so that they can use them safely and effectively; and they must have access to them. In this respect, it should be noted that according to available data, around 97 per cent of women of childbearing age are familiar with at least one method of preventing an unwanted pregnancy. As a result, more and more people are requesting family planning services.

566. The contraceptive prevalence rate among women of childbearing age who are in a relationship has risen significantly over recent years. During the 1970s, when official family planning programmes were first introduced, contraceptive use increased very quickly, rising by an average of three percentage points between 1976 and 1982. Over the next five-years, the growth rate slowed somewhat, with annual increases of one percentage point being recorded Between 1987 and 1992 the rate picked up again, with annual increases of two percentage points per calendar year. Finally, between the years 1992 and 1997, which were close to achieving the highpoint in terms of contraceptive coverage, the contraceptive prevalence rate rose at an annual average rate of one percentage point.

567. Although the spread of family planning has affected all sectors of the population, it continues to be a matter of the utmost importance to ensure that the poorest sectors of society cease to lag behind the rest of society. The pioneers of family planning in Mexico were women with higher levels of education. In 1976, more than one in two women with a secondary education or higher used some means of regulating their fertility. This level was reached by women who had completed primary education six years later and women who had not completed their primary education fifteen years later. However, women without an education have still not reached this level. Nevertheless, the divide separating groups of women according to their level of education fell from 47 percentage points in 1987 to 27 points in 1997.

568. One of the groups that lags behind the most in terms of the use of contraceptives is the group composed of women between 15 and 19 years of age who are in a relationship. Even though members of this group have increased their contraceptive use significantly over recent years (44.9 per cent used contraceptives in 1997, compared with 30.2 per cent in 1987), they continue to

/...

record the lowest levels of contraceptive use. Similar, among women who are in a relationship but have no children, fewer than one in four use contraceptives. It should be noted, however, that the divide separating them from other groups with higher rates of contraceptive use is narrowing. Whereas the differential was 6.0 times in 1976, it was 3.4 times in 1997. These figures indicate that the tradition of early fertility, which has long been deeply entrenched in Mexican culture, is beginning to show significant changes.

569. Available data indicate that the percentage of women who are in a relationship and who use contraceptives rose from 30 per cent in 1976 to 63.1 per cent in 1992 and 68.5 per cent between 1995 and 1997. The most recent estimates suggest that the goal set out under the National Population Programme for 2000, to achieve a contraceptive prevalence rate of 70.2 per cent, has been attained, and even slightly exceeded.

570. According to forecasts by the National Population Council (CONAPO), the contraceptive prevalence rate is presently 70.8 per cent. The increase achieved in this indicator between 1995 and 2000 reflects a rise in the number of active contraceptive users in a relationship, which increased from 9.2 million in 1994 to 11.3 million in 2000. The total number of active contraceptive users - whether or not in a relationship - rose from 9.8 to 12.4 million over the same period.[4] In the same way, and in connection with the goal mentioned above, there is evidence to suggest that the natural population growth forecast for the year 2000 (1.74 per cent) has been achieved. This increase is borne out by the recently released preliminary results of the 2000 Population and Housing Census, which show that the rate of population growth for the period 1995-2000 followed the path forecast by the National Population Council, and even fell slightly below the forecast rate.

571. In order to attain the goals for contraceptive prevalence and natural growth set out under the National Population Programme, it was necessary to give renewed impetus to family planning actions, with a view to achieving a contraceptive coverage rate of around 70 per cent among women in a relationship

---

[4] Note that the National Population Programme estimated that the number of active contraceptive users between the ages of 15 and 49 would need to be 12.6 million in order to reach the desired fertility rate of 2.4 children per woman. However, recent surveys show evidence of recent changes in marriage patterns among Mexican women (a development reflected in an increase in the average age at which women begin a relationship or marry). As a result, the number of women in the indicated age group who were in a relationship was reduced from the original estimate of 16.7 million to 15.9 million (meaning the estimate made by the National Population Programme was reduced by around 800,000). This reduction was partially offset by a rise in the number of women who were not in a relationship as a proportion of all contraceptive users (from 7 to 10 per cent). The current estimated prevalence rate (70.8 per cent), applied to the married population, as well as to the women not in a relationship who use contraception, produces a total of 12.4 million active contraceptive users. This explains the small difference with respect to the National Population Programme's original forecast for the number of active contraceptive users.

who lived in urban areas, and a coverage rate of slightly over 57 per cent in rural environments. Results of the most recent national survey (ENADID, 1997) indicate that between 1992 and 1997, the percentage of women of childbearing age who are in a relationship and live in an urban area increased from 70.1 per cent to 73.3 per cent, while in rural areas, the proportion rose from 44.6 per cent to 53.6 per cent. Furthermore, based on the Reproductive-Health Survey conducted by CONAPO and the IMSS-Solidaridad programme in early 1999, it is estimated that 56.6 per cent of women of childbearing age who are in a relationship, and who live in areas that fall within the ambit of the IMSS-Solidaridad programme, used some form of contraception. It should be noted that this programme operates in rural regions of 17 of the country's federal entities with the highest marginalization and poverty rates.

572. As a result of efforts by public-sector health institutions, it has been possible to increase access to family-planning services, and improve the coverage and quality of those services, throughout the country. In 1979, access rates to these services in the public and private sectors (pharmacies and surgeries) were broadly similar. By 1992, those attending a public-sector source had risen to 66 per cent of all those accessing family-planning services. By 1997, they made up 72.5 per cent of the total. In absolute terms, this growing demand has meant that the national health system has multiplied the capacity of its services almost seven times in 18 years.

573. Like the fertility and mortality rates, the contraceptive prevalence rate shows marked differences depending on the federal entity, although again, there is evidently a growing tendency for the various rates to level out. In this respect, it must be pointed out that during the 1990s there was a significant increase in the proportion of women of childbearing age who are in a relationship and who use a contraceptive to practise birth control and to space out or limit their offspring.

574. It is estimated that the lowest contraceptive prevalence rate may be found in the state of Guerrero (52 per cent in 2000), and the highest rates may be found in Sinaloa and Baja California Sur (with rates of 79.0 per cent and 78.3 per cent, respectively). According to forecasts by CONAPO, in the present year, 21 federal entities will attain or exceed the prevalence rate set as a goal under the National Population Programme (70.2 per cent), and a further seven entities will achieve a prevalence rate between 64 per cent and 69 per cent; while five entities (Chiapas, Guanajuato, Guerrero, Oaxaca and Puebla) will attain a rate below 64 per cent among women of childbearing age in a relationship.

575. The level of unmet demand for contraceptive methods (that is, the proportion of women becoming pregnant who use no method at all, despite expressing the desire to limit or space out their offspring) is among the most faithful indicators of the progress that still remains to be made in this context, since it reveals difficulties concerning access to, and the quality of services, among other problems. At a national level, unmet demand fell from 25.1 per cent of women of childbearing age in 1987 to 16.1 per cent in 1995, 12.1 per cent in 1997, and the present level of around 10 per cent.

576. The level of unmet demand continues to be very high among social groups and regions with less access to the fruits of economic and social development. Among uneducated women and women living in rural communities (fewer than 2,500 inhabitants), around 22 per cent of women report unmet demand, while among women between 15 and 19 years of age, this proportion rises to 26.7 per cent. This indicator also reveals very marked differences between the country's different federal entities. The state of Guerrero reports the highest unmet demand for contraceptive methods (at around the national level for 1987), while the lowest level is found in Nuevo León, where the rate of unmet demand is less than half the present national level.

577. The proportion of those accepting some method of contraception after an obstetrical event, with fully informed consent, reached an average of 55 per cent within Ministry of Health (SSA), Mexican Social Security Institute (IMSS), and Government Employee Social Security and Services Institute (ISSSTE) institutions. Due to men's participation in family planning, 30,000 vasectomies will be performed this year in the health sector overall. Over the past decade, more than 275,000 vasectomies have been performed at National Health Service institutions.

578. These efforts have led to a fall in the overall fertility rate. At present, the average rate is 2.4 children per woman. As recently as 1997, the rate was 2.7 children per woman. However, the decline in fertility has not taken place simultaneously, or with the same force, among the country's various regions, entities, social classes and ethnic groups. The decline has been due in large measure to the gradual extension and increasing coverage of reproductive-health and family-planning programmes.

579. In this context, even though the various promotion campaigns conducted and the medical consultations provided have been indispensable and extremely useful in terms of raising women's awareness of contraceptive methods, the various psychosocial projects and initiatives carried out have also been essential, in terms of influencing behaviour patterns among women of limited cultural awareness.

580. Under the IMSS-Solidaridad programme, a number of projects and initiatives have been implemented, including human development projects and plans for the development of rural and indigenous regions. One example is a project implemented since 1998 among 37,250 adolescent women living in poverty conditions in the mixtec region of Oaxaca. The aim of this project is to provide a long-term, comprehensive health education programme to different generational groups of indigenous women.

581. One of the projects presently being consolidated together with various governmental and non-governmental agencies is the project entitled Abriendo Caminos, Manual de Fortalecimiento para la Mujer ("Paving the way: a woman's guide to self-development"). The goal of this project is to create an education and orientation network among rural women, within which the gender perspective provided helps stimulate a spirit of knowledge, care and development in health, education, work and family situations, protecting women's rights and encouraging them to live together as a community while developing themselves fully as individuals. One of the project's main concerns is to combat health problems by

/...

providing women with orientation in matters of sexuality, accessing services, methods of reproduction, health care, and contraceptive methods, benefits and uses.

582. During 1999, the ISSSTE gave 81,871 consultations to adolescent women on contraceptive methods. First-time consultations accounted for 44,868 of the total. During the period January-June 2000, the ISSSTE provided 40,974 consultations, of which 19,434 were given to women and 21,540 to men. As a result of these consultations, 8,854 women chose to use some form of birth control (IUDs or hormonal methods), while 17,278 men chose support methods (condoms). Between 1995 and the present, 1,033,738 women registered with the ISSSTE as active users of contraceptives, while 17,406 men had a vasectomy.

Tumours of the cervix and uterus and breast cancer

583. With the aim of improving the provision of comprehensive reproductive-health and women's-health services, the Federal Government in March 1998 instituted the National Women's Health Card system. Using this system, service providers are able to ensure more effective follow up to the care provided to women, from the moment they reach childbearing age. They are able to detect the at-risk population, provide early diagnosis and treat cases in a timely manner. They can offer women a greater degree of expertise concerning their state of health, in order to prevent a range of disorders - especially tumours of the cervix and uterus and breast cancer. The main areas covered under the card system are perinatal health; family planning; prevention and control of tumours of the cervix and uterus, and breast cancer; climacterium and menopause; vaccination, and gynaecological and obstetrical history. As a result of efforts made in these areas, the level of cancer detection rose 30 per cent in 1998 compared with the previous year.

584. To date, slightly more than 35 million cards have been issued to National Health System institutions, for distribution to women above 13 years of age. Due to additional infrastructures and increases in staff working in this area, 6.3 million Papanicolaou smear tests were performed in 1999, and around 6.6 million tests will be performed this year (a level three times greater than in 1994).

585. Because of the increase in morbidity due to tumours of the cervix and the uterus, the health sector presented, in 1998, a new Programme for the Prevention and Control of Tumours of the Cervix and Uterus, which strengthened all components of the old programme, while introducing an element of free care to the implementation of vaginal cytology (Papanicolaou smear test), as well as to its management and treatment in clinics for dysplasia, preneoplasic lesions and tumours, *in situ*. In 1998, with the support of WHO and PAHO, as well as national and international organizations, the Official Mexican Regulation was published, with the new programme. The new strategies and guidelines were incorporated into the National System for Epidemiological Surveillance. The same year, the National Committee for the Prevention and Control of Tumours of the Cervix and Uterus and Breast Cancer was founded. The Committee coordinates inter-institutional efforts, with the aim of reducing mortality and morbidity due to the said neoplasias, by stepping up actions aimed at preventing and controlling risk factors. The operative strategies employed are designed to

promote cervical cytology (Papanicolaou smear test) among all women, from the moment they reach childbearing age, focusing on the 25-64 age group.

586. In 1998, as a result of these measures, the Ministry of Health recorded an increase of around 30 per cent in the smear-test detection rate, compared with the previous year. By the end of this year, it is hoped that 3.2 million first-time smear tests will have been performed. As a result, it will be possible to provide early and timely intervention regarding more than 185,000 precancerous lesions and initial cancer, and prevent an estimated total of around 15,000 deaths that would otherwise have resulted. The measures taken helped to reduce the annual mortality rate due to tumours of the cervix and the uterus from the 1998 level of 22.2 deaths per 100,000 women over 25 years of age, to 19.8 per 100,000 in 1999.

587. The ISSSTE presently has 42 dysplasia clinics, which is 30 more than in 1997, representing a 250 per cent increase. Between 1995 and 1999, the number of cervical smears given at ISSSTE facilities rose by an annual average rate of 7.8 per cent.

588. With regard to breast cancer, the mortality rate has remained virtually static, rising from 14.17 to 14.93 deaths per 100,000 women aged 25 or over between 1994 and 1999. Many activities focusing on early detection are presently being implemented, including education in self-examination, regular clinical examination, and clinical analysis techniques (ultrasound and mammography, focusing on at-risk relatives). The Ministry of Health has 45 mastography teams, which are based throughout the country, to ensure that each federal entity has at least one such specialized team. The various health sector institutions are presently working to prepare the draft of the Official Mexican Regulation for the Prevention, Diagnosis and Treatment, as well as the Surveillance and Epidemiological Monitoring of this pathology.

Acquired Immunodeficiency Syndrome (AIDS)

589. The number of new cases of Acquired Immunodeficiency Syndrome (AIDS) has averaged 4,100 per year over the past five years. It is predicted that there will be 4,155 new cases this year, which is 9.2 per cent lower than in 1994, per 100,000 inhabitants.

590. Strategies designed to prevent the transmission of HIV and other infectious agents through blood transfusion are maintained and monitored under NOM-003-SSA-1993 on the availability of human blood and its components for purposes of treatment. As a result, no case of AIDS linked to blood transfusion will be reported this year. In order to ensure the availability of safe blood, monitoring and health surveillance measures are carried out at 4,056 facilities

(blood banks, transfusion services and blood-donation facilities) and an average of 17,000 supervisory/assessment visits are made each year with a view to ensuring implementation of the relevant regulations.

Reported and cumulative cases of AIDS at 30 June 2000

Characteristics	Absolute figure	Percentage
Reported	2,372	100.0
Men	2,011	84.8
Women	361	15.2
Accumulated	45,134	100.0
Men	38,034	84.3
Women	5,972	13.2
Children (under 15 years old)	1,128	2.5
Evolution		
Still living	18,002	39.9
Deaths	24,420	54.1
Evolution unknown	2,712	6.0

Source: CONASIDA.

/...

Cumulative cases of AIDS by age grcup and gender (at 30 June 2000)

Age group	Total	Men	Women	Total %	Men %	Women %
Under 1 year old	322	184	138	0.7	0.5	2.1
1-4	382	205	177	0.8	0.5	2.8
5-9	228	132	96	0.5	0.3	1.5
10-14	196	145	51	0.4	0.4	0.8
15-19	738	559	179	1.6	1.4	2.8
20-24	4,474	3,709	765	9.9	9.6	11.9
25-29	8,788	7,739	1,049	19.5	20.0	16.3
30-34	9,267	8,105	1,162	20.5	20.9	18.1
35-39	7,130	6,208	922	15.8	16.0	14.3
40-44	4,777	4,132	645	10.6	10.7	10.0
45-49	3,219	2,774	445	7.1	7.2	6.9
50-54	2,079	1,777	302	4.6	4.6	4.7
55-59	1,362	1,172	190	3.0	3.0	3.0
60-64	778	666	112	1.7	1.7	1.7
65 or over	712	607	105	1.6	1.6	1.6
Unknown	682	586	96	1.5	1.5	1.5
Total	45,134	38,700	6,434	100.0	100.0	100.0

Source: CONASIDA.

591. With a view to providing a wider range of services for people suffering from HIV/AIDS, improving their quality of life and enabling them to live longer, efforts have been made since 1997 to promote the setting up of Specialized Care Facilities (SEA) for the Comprehensive Care of HIV/AIDS Patients, within second-level facilities of federal entities around the country. A multidisciplinary approach is used, with emphasis on outpatient care, timely diagnosis and the preventive treatment of opportunistic infections, in an effort to reduce recourse to hospitalization and emergency care. Over the past year, 42 new specialized services have been set up, bringing the total number of such facilities throughout the country to 61. Over the same period, more than 1.3 million tests were administered for the detection of HIV/AIDS and other sexually transmitted diseases, involving 6,000 analyses per working day.

592. Those suffering from AIDS now have access to a greater number of antiretroviral drugs. Five more products are being added to the health sector's official list of AIDS drugs, bringing the total number of drugs now available to 14.

593. In 1998, the National Support Fund for People Living with AIDS (FONSIDA) was created. The intention was to set up a mechanism for the collection of funds for the purchase and distribution of antiretroviral drugs for people with limited resources and without access to social security. Through FONSIDA and the Specialized Care Facilities, these services are presently being provided to 295 minors under the age of 18, 164 pregnant women and 1,051 adults throughout the country. As a result, the antiretroviral treatment coverage within the health sector currently stands at 85 per cent. Milk is also provided to children of mothers infected with HIV/AIDS, who receive permanent care on a guaranteed basis.

594. The Programme to Strengthen the Prevention and Control of HIV/AIDS and Sexually Transmitted Diseases 1997-2000 includes implementation of the strategy for the prevention of perinatal transmission of HIV/AIDS, offering free preventive treatment with AZT for women infected with HIV during confinement and the postnatal period.

595. It is estimated that during the year 2000, around 60,000 guidance consultations were provided via the information, guidance and advice line and Web site of the National Council for AIDS Prevention and Control (CONASIDA), representing an increase of 17 per cent compared with 1999.

596. The Lazo Rojo ("Red Ribbon") was launched on 12 October 1998. It was developed by the Ministry of Health through CONASIDA, the Joint United Nations Programme on AIDS (UNAIDS) and UNICEF, in coordination with the National Beauty and Cosmetics Industry Association (CAMEB) and the National Association of Mexican Pharmacies (ANAFARMEX). The programme is aimed at the general public, with a view to promoting solidarity with and participation by other sectors, with the emphasis on staff at pharmacies, beauty parlours and cosmetics salons.

597. With the aim of promoting the broad participation of the various sectors of civil society in the battle against AIDS, the Lazo Rojo Programme seeks to convert beauty parlours, cosmetics salons, hair salons and pharmacies into centres of information about how HIV is contracted and how it can be prevented.

598. Under this programme, all beauty parlours, cosmetics salons, hairdressing salons and pharmacies are provided with high-quality support materials offering general information on this issue. Staff at these establishments (stylists, hairdressers, assistants and pharmacists) will receive a training guide on how to provide a minimum level of guidance about risk situations and methods of prevention, focusing in particular on young people of both sexes. Staff at these establishments will also be equipped with a list of information, detection, support and treatment centres.

599. The Lazo Rojo programme began in the Federal District, and there are now 32 federal entities involved. The programme seeks to create a favourable social context for the increased participation of various sectors of society. These

/...

efforts are being pursued in the form of the CONASIDA mass-media campaign Enlázate a la vida ("Tie yourself to life"). The mass-media campaign began with a television commercial, five posters, and a series of newspaper and magazine advertisements.

600. Between 25 and 29 October 1999, a National Training Course was held in Mexico City. Attended by the 32 state representatives of HIV/AIDS/STD programmes, the course was designed to help programme representatives to launch the Lazo Rojo Programme within their entities.

601. In the same way, Ministry of Health personnel were also made aware of the Lazo Rojo Programme. On 31 December, 14,000 Lazo Rojo badges were distributed, as an incentive to participate in the programme. At present, some states of the Republic are in the process of training health-care personnel to implement the programme in beauty parlours and pharmacies.

602. Mexico provided the vice-chairperson of the UNAIDS Programme Coordinating Board in 1998, and the chairperson in 1999. Mexico is also a member of the Board of Directors of the Horizontal Technical Cooperation Group of Latin American Countries.

Health care for the adult and senior population

603. Because of the increase in life expectancy in our country, the ageing of the population, and the resulting increased exposure to risk factors for chronic diseases, it has been necessary to strengthen health actions aimed at the adult population. Heart disease, cerebrovascular disease and diabetes mellitus are among the six leading causes of mortality in the country, in line with the situation in the world overall.

604. Within the context of the International Year of Older Persons, the National Committee on Ageing was formed. In coordination with the federal health sector and state health services, this committee is responsible for setting health priorities for this age group.

605. There are Official Mexican Regulations on diabetes and high blood pressure, and similar regulations will soon be published on adult immunization and dislipidemias. This will help efforts aimed at the detection, prevention and control of the diseases most commonly found in this population group.

/...

Selected causes of mortality among post-productive population aged 65 and over, by gender, 1998[1]

Cause	Total	Percentage
Men	105,887	100.0
Heart disease	21,780	20.6
Malignant tumours	14,434	13.6
Diabetes mellitus	9,694	9.2
Cerebrovascular disease (stroke)	6,552	6.2
Cirrhosis and other chronic diseases of the liver	5,154	4.9
Accidents	4,237	4.0
Other causes	44,036	41.6
Women	108,110	100.0
Heart disease	24,945	22.9
Diabetes mellitus	13,617	12.5
Malignant tumours	12,925	11.8
Respiratory infections	12,884	11.8
Pneumonia and influenza[2]	3,924	3.6
Cerebrovascular disease (stroke)	8,853	8.1
Other causes	35,886	32.9

Source: National Institute of Statistics, Geography and Informatics (INEGI)-Ministry of Health (SSA), Vital Statistics, 1997-1998.

[1] Based on the International Classification of Diseases (ICD), 10th revision, causes of death are given according to cause categories and the 20 most frequent causes of death for each category, for the population aged 65 and over.

[2] The percentage for these two causes (3.6 per cent) is also included in the previous category (respiratory infections). As a result, the total percentage for the causes of mortality affecting women is more than 100 per cent.

606. It is estimated that this year, 11.5 million diabetes tests will be administered, representing an increase of 95 per cent compared with 1994. A further 2 million tests for high blood pressure were given in an effort to prevent cerebrovascular disease among more than 100,000 people over the age of 60. By the end of the year 2000, there will be more than 5,200 mutual assistance groups operating in the country, with 110,000 members.

/...

607. In 1998 and 1999, the Mexican Social Security Institute (IMSS) approved and introduced the Internal Regulation on Care of the Climacterium and the Prevention of Complications related to the Menopause, training 1,425 leaders of medical facilities at the three levels of medical care, including 928 first-level facilities (family-medicine facilities) and 497 second and third-level facilities (hospitals).

608. The ageing of the population sector entitled to receive social security is among the biggest challenges presently facing the IMSS. Demographic projections suggest that over the current year, 1.8 million pensioners will be added to their number.

609. Combating the socio-economic and cultural health problems affecting this population is not an easy task. The IMSS is responding to this challenge through a number of strategies, including the creation of two Day Centres for pensioners and retirees, designed to help them look after their own health, live together successfully, occupy their free time in a productive manner, and develop a range of skills and abilities. Pensioners are encouraged to accept and enjoy their free time, through specific programmes that respond to their needs, involving a broad spectrum of free activities aimed specifically at seniors, and addressing the areas of cognitive, motor, psychological and emotional, and sociocultural development.

Prevention of addictions

610. In order to prevent the use and abuse of substances that lead to addiction, as well as to combat the public health problems related to their consumption, the National Council against Addictions (CONADIC) has, over the past year, held around half a million health talks and educational seminars and around 2,000 conferences. Activities designed to treat addicts and their relatives also made it possible to reach more than 4,000 patients at hospitalization facilities. Over the same period, detoxification services were provided for around 7,000 people, and almost 350,000 treatment and counselling consultations were held.

611. Over the same period, the Youth Integration Centres carried out 140,512 primary prevention actions regarding drug addiction, with a view to providing information, counselling and training in this area to adolescents and their families. Under these actions, volunteer staff assisted almost 1.5 million adolescents. Furthermore, the Addiction-Counselling Telephone Information System (TELCIJI) dealt with more than 29,000 calls, representing an increase of 25 per cent over the same period in the previous year.

Infant and student health

612. In order to protect the health of the infant population, the Federal Government has introduced a comprehensive strategy, which links immunization programmes with those aimed at the prevention and control of diarrhoea diseases, respiratory infections, and malnutrition.

613. Permanent, intensive immunization campaigns have made the basic programme available to 95.5 per cent of one-year-old infants and 98.3 per cent of children between one and four years old. Between 1994 and 2000, mortality among children

/...

under five due to diarrhoea diseases and respiratory infections fell by 46.9 per cent and 42.6 per cent, respectively. Furthermore, poliomyelitis was eradicated 10 years ago, diphtheria has been wiped out, and measles has been brought under control. Cases of neonatal tetanus, rubella, mumps, whooping cough, tubercular meningitis, and infections caused by Haemophilus influenzae B have all been reduced in number. As a result, life expectancy at birth has risen by 2.4 years since 1994.

614. It is estimated that by the end of the year 2000, vaccination coverage among one-year-old children will reach 95.5 per cent for the basic programme, 96.4 per cent for the Sabin vaccine, 96.4 per cent for the pentavalent vaccine, 99.6 per cent for the BCG vaccine, and 95.5 per cent for the MMR vaccine. Among children of pre-school age, the estimated rates are as follows: 98.3 per cent for the basic programme, 99 per cent for the Sabin vaccine, 99 per cent for the pentavalent vaccine, 99.7 per cent for the BCG vaccine, and 98.3 per cent for the MMR vaccine.

615. From 1994 onward, the number of immunizations included in the vaccination programme was doubled, from six to twelve. As a result, it has been possible to ensure a greater degree of protection with fewer applications. Over the past two years, three new vaccines have been added: the diphtheria toxoid (Td) vaccine, the pentavalent (DPT-HB-HIB) vaccine, and the MMR (measles, mumps and rubella) vaccine. It is estimated that under this programme, more than one million infant deaths due to pneumonia and bacterial meningitis can be prevented, and that irreversible neurological consequences can be prevented in a further thousand cases.

616. In an effort to strengthen actions aimed at the prevention and control of diarrhoea diseases and acute respiratory infections, sachets of oral re-hydration salts (ORS) are issued under the Child Health Programme, and mothers with children under five are given training in the management of diarrhoea and respiratory infections. In the year 2000, during National Health Weeks, more than 29.1 million doses of antiparasitic drugs were administered to children aged 14, and around 10.8 million megadoses of Vitamin A were given to infants between six months and four years of age.

617. It is estimated that as a result of these actions, the mortality rates per 100,000 five-year-olds due to diarrhoea diseases and acute respiratory infections will be 22.11 and 44.75 respectively, which is almost half the 1994 level.

/...

Selected causes of infant mortality[1], by gender, 1998

Cause	Total	Percentage
Males	23,307	100.0
Conditions arising in the perinatal period	11,201	48.1
Congenital anomalies	3,987	17.1
Respiratory infections	3,120	13.4
Pneumonia and influenza[2]	1,979	8.5
Infectious intestinal diseases	1,221	5.2
Nutritional deficiencies	903	3.9
Accidents	648	2.8
Other causes	2,227	9.6
Females	18,242	100.0
Conditions arising in the perinatal period	8,284	45.4
Congenital anomalies	3,521	19.3
Respiratory infections	2,507	13.7
Pneumonia and influenza[2]	1,541	8.4
Infectious intestinal diseases	998	5.5
Nutritional deficiencies	751	4.1
Accidents	554	3.0
Other causes	1,627	8.9

Source: National Institute of Statistics, Geography and Informatics (INEGI)-Ministry of Health (SSA), Vital Statistics, 1997-1998.

[1] Based on the International Classification of Diseases (ICD), 10th revision, causes of death are given according to cause categories and the 20 most frequent causes of death for each category, for the population aged one year and under.

[2] The percentage for these two causes (8.4 per cent) is also included in the previous category (respiratory infections). As a result, the total percentage for the causes of mortality affecting infant females is more than 100 per cent.

Main indicators of infant health, 1994-2000

Category	1994	1995	1996	1997	1998	1999[p]	2000[e]
Mortality due to diarrhoea diseases among children under 5 years old[1]							
Total	47.68	42.94	37.79	32.97	28.97	25.34	20.21
Males	52.06	45.90	40.73	35.48	31.62	25.77	20.64
Females	43.13	39.88	34.75	30.37	26.19	23.23	18.54
Mortality due to respiratory infections among children under 5 years old[1]							
Total	82.33	76.36	72.35	66.99	51.68	47.29	38.99
Males	89.06	83.56	78.50	73.95	56.02	53.51	45.94
Females	75.33	68.93	65.98	59.80	47.19	42.74	35.16
Vaccination coverage (percentages)[2]							
Basic scheme							
1-year-old	87.37	87.85	91.76	89.60	93.53	92.00	95.50
1-4 years old	95.30	95.60	97.00	98.80	97.20	97.60	98.32
Diseases preventable by vaccination (cases)[2]							
Poliomyelitis	0	0	0	0	0	0	0
Tetanus	177	128	165	169	148	119	119
Measles[3]	128	12	2	0	0	0	0
Whooping cough	599	15	32	593	188	92	10
Diphtheria	0	0	0	0	0	0	0

Source: Ministry of Health (SSA).

[1] Number of deaths per 100,000 inhabitants in this age group.

[2] Gender-disaggregated data not available.

[3] During the year 2000, 25 cases that were not preventable by vaccination programmes occurred among infants under one year old and young adults.

[p] Preliminary figures.

[e] Preliminary figures.

Medical arbitration

618. Over recent years, a number of new offices have been opened to deal with, and investigate consumer complaints regarding medical matters.

619. As the Committee was informed in 1998, the National Medical Arbitration Office (CONAMED), created under the Decree of 3 June 1996, has been able to speed up the resolution of disputes arising in this area. As a result of the Office's actions, the quality of services has improved, consumer confidence has increased, and those providing health services have been supported in their implementation of preventive and corrective measures. During the present year, the Office will evaluate 5,328 cases, representing an increase of 9.7 per cent compared with 1999.

620. In order to be able to deal with these problems in their place of origin, a number of governments of federal entities have set up State Medical Arbitration Offices, which make it easier to provide more effective solutions to the local situation. Thirteen federal entities offer such an arbitration service, and it is hoped that six more will do so by the end of the year.

621. In cases where legal and normative guidelines have been infringed during the provision of medical services, consumers can seek information from, and lodge their complaint with CONAMED, the complaints offices of IMSS, ISSSTE, or the Ministry of Health, or with the Human Rights Commissions at Federal District and state levels.

622. In an effort to strengthen institutional channels for dealing with and investigating cases in which individuals are alleged to have prescribed contraceptives, without the informed consent of the users, the General Secretariat of the National Population Council (CONAPO), in conjunction with CONAMED, provides follow-up to, and analysis of complaints made to CONAMED. CONAPO's efforts in this area reveal that this practice occurred only very rarely before 1997.

Promotion of human development

623. With the aim of strengthening women's social and psychological development, various projects have been implemented to improve communication within the family and the importance attached to values.

624. Since 1998, the IMSS-Solidaridad programme has promoted these actions through projects designed to encourage the adoption of positive actions and behaviours regarding the care of women's health and the improvement of their lifestyles, their psychosocial welfare and their ability to take decisions.

625. The main goal of these projects is to make people more aware of the gender perspective and improve sexual and reproductive-health indicators, as well as to help bring maternal mortality rates under control and help to eradicate domestic violence.

ARTICLE 13

Family benefits

626. As noted in the combined third and fourth reports, social security in Mexico is regulated by the provisions of Article 123 of the Political Constitution of the United Mexican States, within the context of workers' labou rights. Gender equality, for its part, is enshrined in Article 4 of the Constitution.

627. Under these provisions, men and women workers have the right to receive social security under the mandatory regime (risks related to work, sickness and maternity, disability and life insurance, unemployment benefits at an advance age and in old age, and the right to paid nursery care and welfare benefits). The voluntary regime includes family health insurance and other, additional types of insurance.

628. In accordance with the Social Security Act, which entered into force on 1 July 1997, there are five insurance schemes providing for the protection and support of women and men workers who are legally entitled to receive benefits from the Mexican Social Security Institute (IMSS). Those schemes offer direct benefits for their families:

1. Under the paid nurseries scheme, working women and widowed or divorced fathers who retain custody of their children are protected through the provision of support during their children's early childhood years.

2. The welfare benefits help raise the living standards and income of those receiving social security, through programmes for the promotion and development of technical instruction and employment training, improvement of diets, housing, and cultural and sporting activities.

3. With regard to sickness and maternity benefits, the health of social security beneficiaries and pensioners and their families is protected through the provision of benefits in kind (medical services) and cash benefits.

4. With respect to work-related risk, working women are protected from the risks involved with their jobs, also through the provision of benefits in kind and through cash benefits.

5. Under the sector concerned with disability and life insurance, protection is provided against the non-work-related risks to which people are exposed during their active working lives. Benefits for retirement and unemployment in advanced age and in old age provide for the future of working women, so that they can reach their old age in a dignified and respectable fashion, and provide the benefits necessary for the protection of working women, in the event that they become unemployed at age 60 or above.

/...

629. Under the voluntary regime, the new Social Security Act introduced Family Health Insurance. This Insurance Scheme is aimed at all Mexican families whose head of household is not earning a wage. With a payment equal to 22.4 per cent of the general minimum wage, and through a public subsidy, those concerned can now sign an agreement with the IMSS to qualify for the benefits in kind payable under Sickness and Maternity Insurance.

630. Article 3 of the mandatory regime of the Government Employee Social Security and Services Institute (ISSSTE) Act provides for the following insurance schemes, benefits and services: preventive medicine; sickness and maternity insurance; physical and mental rehabilitation services; work-related-risk insurance; retirement insurance; retirement insurance for age and time of service; disability insurance; death insurance; insurance for unemployment in advanced age; general indemnity; children's well-being and development services; comprehensive retirement services for retirees and pensioners; letting or sale of inexpensive accommodation belonging to the Institute; mortgage loans and general financing for housing, with respect to the acquisition of property and/or homes; home preservation, repair, extension or improvement, as well as payment of debts incurred through such activities; medium- and short-term loans; services designed to improve quality of life; travel services; cultural and technical-education promotions; promotion of sport and recreation; funeral services; and Retirement Savings System.

631. Both the IMSS and the ISSSTE make provision for the exclusive rights of women. In doing so, they seek to provide obstetrical and medical care designed to prevent breast cancer and cancer of the cervix and uterus, as well as to provide support during pregnancy and the breastfeeding period.

632. Chapter V, Section 2, Article 60 of the ISSSTE Act states:

> "A retirement pension shall be payable to male employees with 30 or more years of service and female employees with 28 or more years of service who have paid contributions to the Institute for the same periods of time, under the terms of this Act, regardless of their age, the final two percentages in Table 63 not being applicable in this context.
>
> "A retirement pension shall entitle the beneficiary to payment of an amount equivalent to 100 per cent of the salary defined under Article 64. Payment shall commence on the day following that on which the employee shall receive the final salary payment prior to going into retirement."

633. Article 61 states:

"A retirement pension shall be payable for age and time of service to employees who are 55 years of age, have given a minimum 15 years of service, and have paid contributions to the Institute for the same period of time."

634. Article 63 states:

"The amount of the retirement pension payable for age and time of service shall be determined according to the percentages in the following table:

Years of service	%
15	50.0
16	52.5
17	55.0
18	57.5
19	60.0
20	62.5
21	65.0
22	67.5
23	70.0
24	72.5
25	75.0
26	80.0
27	85.0
28	90.0
29	95.0"

635. Article 64 provides:

"Calculation of the pension amounts payable under Articles 60, 63, 67, 76 and others pertaining to this law shall be based on the average basic wage paid during the year prior to the retirement or decease of the employee."

636. With respect to disability benefits, Articles 67 and 73 stipulate:

"Article 67. - Disability benefits shall be payable to employees who become physically or mentally disabled for reasons unrelated to the performance of their position or job, provided that they have been paying their contributions to the Institution for at least 15 years. [...] Calculation of the pension amount payable shall be based on the table set out under Article 63, with respect to Article 64."

"Article 73. - The decease of an employee, whether it occurs for reasons unrelated to service, regardless of his or her age, and provided that he or she has been paying contributions to the Institute for more than 15 years, or whether it occurs when the employee is aged 60 or over and has been making contributions for a minimum of 10 years; or the decease of an individual who is the recipient of a pension due to normal retirement, retirement for age and years of service, or unemployment in advanced age or through disability, shall give entitlement to payment of an old-age pension, a common-law spouse's pension, an orphan's pension, or a relative's pension, whichever shall apply, in accordance with the provisions of this Act."

Total number of pensioners[1]

	1998[2]	1999		2000[3]	
Level of benefits (multiples of minimum wage)	Total	Men	Women	Men	Women
1	12,284	10,183	4,586	11,299	5,052
1 to 2	159,596	75,750	87,626	75,564	87,845
2 to 3	65,087	34,352	39,794	35,786	41,729
3 to 4	29,401	14,045	18,221	14,942	19,616
4 to 5	19,537	9,033	12,807	9,604	13,734
5 to 6	12,770	6,505	8,212	6,990	8,925
6 to 7	9,283	5,259	5,723	5,746	6,673
7 to 8	6,117	3,966	3,582	4,489	4,312
8 to 9	5,293	3,958	2,940	4,468	3,585
9 to 10	5,410	4,051	2,364	5,139	3,296
		167,102	185,855	174,027	194,767
Total pensions	324,778		352,957		368,794

Source: ISSSTE.

[1] Does not include those receiving pensions for work-related risk.

[2] The only year for which gender-disaggregated data is available: 172,358 women and 152,420 men.

[3] Data to August.

637. When it became apparent that the Government Employee Social Security and Services Institute (ISSSTE) Act contained provisions that accorded different rights to male and female State employees, the Senate of the Republic, on 15 September 1999, voted to amend Section I of Article 24 of the Act and abolish Section V of the same article. The Senate's initiative was ratified by the Chamber of Deputies on 29 April of the present year. In specific terms, Article 24 limited the enjoyment of the right to cash benefits or benefits in kind, for diagnostic services, dental services, surgery, hospitalization, drugs and rehabilitation services, to the spouse or common-law husband of a woman employee or pensioner who was over 55 years of age and either physically or mentally disabled or economically dependent on her. These restrictions did not apply in the case of the wife of a male employee.

638. As a result of these amendments, which effectively resolved a situation of inequity inherent in the Act, it is hoped that around 231,660 Mexicans who are husbands or common-law husbands of female employees will immediately benefit from services offered by the ISSSTE to those legally entitled to them.

639. From a planning perspective, the National Development Plan 2001-2006 recognizes that the family is the key setting in which most Mexican men and women share their lives. The Plan seeks to give priority attention to families living in conditions of extreme poverty, marginalized populations, indigenous populations and disadvantaged groups, with a view to involving them in the development process.

640. As the Committee has been informed, the National Programme for Women defines the general objective of its "Women and the Family" strategy as follows: "to strive to ensure that household resources and domestic and non-domestic responsibilities are distributed more evenly between men and women, taking into account families' socio-economic and cultural differences, the different ways in which families are arranged and constituted, and the changes they go through during their life cycles." Progress achieved in this context is discussed in the section of this report referring to Article 5 of the Convention.

641. In addition to these programmes, Mexico has a number of public institutions whose actions on behalf of the family are governed by their own set of regulations, which set out their responsibilities in this regard. These institutions perform activities in the area of welfare, as well as activities designed to promote productivity in a manner that is conducive to the empowerment of women, thereby enabling women to function as the driving force for the development of their families and communities.

642. Through the National Scheme for Comprehensive Family Development (DIF), which operates under a national system comprising 32 subsystems (one for each of the Republic's entities) and around 2,000 municipal systems, the Federal Government implements various institutional programmes which are designed, whether directly or indirectly, to provide support to the most vulnerable families or those living in special situations or in difficult circumstances. The National DIF System runs three programmes under the heading of food aid: the DIF Breakfasts Programme, the Food Welfare Programme, and the Community Kitchen and Comprehensive Service Unit Programme (COPUSI). These programme are aimed at the most vulnerable sectors of rural society and marginalized urban areas, with particular emphasis on children between four and eight years of age, pregnant and breastfeeding women, seniors, and persons with disabilities.

643. As well as these programmes, there are others that seek to benefit families in a direct or indirect fashion, in the following areas: housing, education, health and social security, work and training, and human rights. These programmes notably include the Education, Health and Food Programme (PROGRESA), the Community Supply Programme (DICONSA), the Community Milk Programme (LICONSA), the Tortilla Subsidy Programme, the IMSS-Solidaridad programme, and the Coverage Extension Programme. They are designed to provide timely support and specific forms of protection to families regarded as vulnerable, including many single-parent families with a woman as head of household.

644. With respect to conceptual progress made regarding the gender perspective, the actions implemented under Section 26 (formerly General Section 20) are also particular worthy of note. These actions are designed to consolidate the broad strategic objective of combating poverty (giving priority support to families living in the most economically and socially backward communities and regions of the country), through the promotion and enhancement of productive capacities and personal and community development. These actions notably include the creation and strengthening of social organizations, efforts to generate temporary jobs, the support given to low-income rural workers and migrant agricultural day labourers, the promotion of the productive activities of vulnerable groups such as indigenous workers and those living in arid areas, and the support given to providers of social services, retired teachers and organizations of civil society who carry out actions for the benefit of society.

645. In order to reduce and deal effectively with the underlying causes of poverty and discrimination, which affect women and children in particular, it was decided in 1996 to incorporate the gender perspective in all Section 26 programmes, with a view to promoting equal opportunity and combating segregation. It was also decided that 50 per cent of programme resources and actions would be devoted to addressing the specific needs of women.

646. This Section focuses institutional, planning, and budgeting efforts on the generation of comprehensive, specific social-welfare initiatives, based on the needs, potential and specific attributes of different regions, groups and genders. It comprises four funds, which cover 15 programmes. The four funds include agencies for social participation and technical committees charged with monitoring compliance with the regulations, within the context of efforts to ensure that women are included among the beneficiary population, under conditions of justice and equal opportunity.

647. The Funds comprise the following programmes:

- Fund for Productive Development:
  Temporary jobs
  National Fund for the Support of Social Enterprises (FONAES)
  Crédito a la Palabra
  Women's Productive Development
  Arid Regions
  Regional Indigenous Funds

- Fund for the Promotion of Sustainable Regional Development:
  Planning for Regional Development
  Regional Compensatory Funds (Chiapas)
  Research and Development for Regional Projects

- Priority Groups Fund:
  Agricultural Day Labourers
  Assistance for Low-income Farmers
  Retired Teachers

- Social Investment and Community Development Fund:
  Community Social Service
  Social Investment
  Training and Community Strengthening

648. The regulations set out under Section 26 represent a considerable advance and an extremely positive precedent for other public institutions, because they have prompted a process of programme revision and reflection regarding how gender inequities can be overcome through concrete measures, based on institutional commitment. This important step has generated significant expectations regarding the possibility for major development with regard to equity between men and women. However, although efforts have been made in certain departments of the authority responsible, most programmes under Section 26 have not incorporated the gender perspective in their projects since. Even when this important requirement is officially recognized, the commitments needed to incorporate them into the institution's procedures and practices have not always been made.

Bank loans, mortgages and other forms of financial credit

649. One of the main barriers to women's efforts to develop their socio-economic potential is their limited access to financing for productive enterprises. This, despite the fact that - as the Committee has been informed - federal laws do not restrict women's ability to access sources of financing. The Government of Mexico has therefore decided to broaden the range of opportunities available to Mexican women with respect to entering into contracts and receiving financing.

650. The Committee will recall that Mexico's third and fourth combined reports mentioned the following credit initiatives: the programme for the encouragement and support of low-income businesswomen, introduced by Nacional Financiera; the National Rural Credit Banking System (BANRURAL), in support of industrial-agricultural units (UAIM) and landowners and ejidatarias; the Bank of Mexico's National Agriculture Trusts (FIRA); and the Trust responsible for the Rural Women's Programme of the Department of Agrarian Reform (the National Communal Land Trust Fund, or FIFONAFE).

651. In addition to these initiatives, the National Fund for the Support of Social Enterprises (FONAES) acts to facilitate initial access to credit, the supply of risk capital and the provision of training in how to set up a company. Over the last six years, FONAES has helped set up 4,402 social enterprises, generating more than 186,000 permanent jobs, by supplying risk capital. It has also created almost 525,000 temporary jobs, through its support for 11,439 projects implemented under the programme Primer Paso Productivo ("First Productive Step"). The companies supported are mainly livestock and marketing firms. In order to ensure that these actions could continue, 810.6 million pesos were allocated in the year 2000, a rise of 1.5 per cent, in real terms, compared with the 1999 financial year, and 36.5 per cent, in real terms, compared with the 1994 financial year.

652. With the aim of providing financial support to low-income seasonal agricultural labourers cultivating lands with low-productivity and/or high failure rates, 531.2 million pesos were allocated in the year 2000 to the programme Crédito a la Palabra. This means that on an annual average basis, 587,000 producers (accounting for 1.3 million hectares of land) have been given financial support over the past six years.

653. Under the Women's Productive Development Programme implemented by the Ministry of Social Development (SEDESOL), support has been provided for the

/...

implementation of productive projects that generate sources of employment for women, with a view to increasing their income and encouraging their integration into the family and the community. A total of 87 million pesos was allocated to the programme for the year 2000, so that over the past six years, an average of 3,000 projects per year have been supported.

654. Support was also provided for the operations of the Regional Funds of the National Indigenous Institute (INI), run by SEDESOL, and the Rural Women's Microfinance Fund (FOMMUR), with the aim of ensuring timely financing, improving marketing techniques, and increasing the added value of productive projects. Set up in 1999, FOMMUR creates opportunities for access to microfinance and provides support for local and/or regional agencies that promote the provision of financial services to rural society. This year, these funds were given 318.2 million pesos, representing a rise of 11.6 per cent, in real terms, compared with 1999. The objective of FOMMUR is to promote initiatives designed to maintain the income and quality of life of rural women. With a view to coordinating the provision of financial support, FOMMUR plans to identify and set up intermediary agencies (social organizations involved in the promotion of sustainable rural development: organizations of civil society, savings and loan associations, cooperative groups and non-governmental organizations, among others), which can channel microfinance to rural women on a gradual basis.

655. On 9 March 2000, Nacional Financiera and the National Commission for Women signed a Collaboration Agreement in support of microenterprises, launching the programme Mujeres Empresarias, Mujeres Productivas ("Businesswomen, Productive Women"), which will help provide support for low-income women microenterpreneurs and microproducers and encourage their incorporation or consolidation within productive activities.

Housing

656. With the aim of promoting access to dignified and decent housing, with adequate services and legal security, the Government of Mexico in 1997 established the Alliance for Housing and the Special Programme for Housing Loans and Subsidies (PROSAVI). The latter programme is an alliance of three levels of government, commercial banks and families seeking accommodation, and focuses particularly on two types of family: those living in small- or medium-size cities and those with a woman head of household (whether earning a wage or working for her own account). Under PROSAVI, the Federal Government must provide a subsidy of up to 20 per cent of the value of the accommodation and also back a credit from a commercial bank or mortgage institution. State governments are required to amend their Civil Codes and Codes of Civil Procedure in order to strengthen mortgage financing, promote deregulation and tax relief, in an effort to reduce costs, and increase the number of houses being built.

657. The Savings and Subsidies for Progressive Housing Programme (VIVAh) was established in 1997 to provide for families from urban regions living in extreme poverty, who do not have access to commercial bank loans and, in most instances, are not covered by institutional programmes. The programme has created a supply of progressive institutional housing, linked with basic services, under which each beneficiary family enjoys the legal security of property rights. During the programme's first years of operation, subsidies were provided to 22,054 families, 48.1 per cent of which went to the states with the highest poverty

/...

rates. In the year 2000, 695.1 million pesos were allocated, in support of 32,405 beneficiaries. Both figures are four times greater than those for 1998.

658. Although the Political Constitution of the United Mexican States and the Federal Labour Act are based on the principle of the equality of men and women, and therefore do not discriminate between men and women workers with respect to housing loans, some administrative procedures were omitted from the constitutional rules.

659. The regulations of the National Workers' Housing Fund (INFONAVIT) on the granting of credits stipulated that only men could claim their spouses as economic dependants. As a result, households headed by women were at a disadvantage when competing for credits.

660. In an effort to remedy this situation, the Grupo Plural Pro Victimas proposed to the INFONAVIT administration that its procedures and administrative criteria be amended. This proposal was duly accepted. In October 1998, the INFONAVIT Institute Board decided to establish a Compromiso por la Vivienda ("Commitment to Housing") and in July 1999 reached an agreement with the workers'', employers'', and government sectors making up the Institute on the new Regulations on the Granting of Credits, which give preference to women heads of family and younger workers, in accordance with PROSAVI.

661. The Housing Act of the Federal District, published in the Gaceta Oficial of the Federal District on 2 March 2000, recognizes that: "All inhabitants of the Federal District are entitled to dignified and decent housing, which may be understood as a safe, clean and inhabitable place in which people can enjoy privacy and social and urban integration. Furthermore, an individual's economic and social condition, ethnic or national origin, age, gender, immigrant status, and political or religious beliefs shall not present an obstacle in terms of obtaining such housing." With regard to implementation of the Act, the law empowers the Government of the Federal District to set up a range of mechanisms and actions to attract and allocate funding for housing programmes, through the Housing Institute of the Federal District.

662. Within the ISSSTE, the total amount of mortgage financing increased at an annual rate of 44.5 per cent in real terms and 68.3 per cent in nominal terms between 1995 and 2000. With regard to obtaining such credits, priority was given to women heads of household. In 1998, 52 per cent of credits were granted to women and in 1999, women accounted for 60 per cent of all credits awarded.

Participation in recreational and sporting activities and in all aspects of cultural life

663. As mentioned in the combined third and fourth reports, women in Mexico have equal rights to participate in all aspects of cultural life, recreation activities and sport (areas in which their participation is increasing).

/...

ARTICLE 14

664. Rural women are defined as those who live in rural communities of up to 2,500 inhabitants. According to data from the 2000 National Population Census, the country's total population of 97,361,711 comprises 47,354,386 men and 50,007,325 women.

665. The entities of the Republic with a predominately rural population are Hidalgo, Chiapas and Oaxaca.

666. According to the findings of the 1996 National Survey of Household Income and Expenditure ("Use of Time" Module), it is estimated that 35.6 per cent of rural women belong to the economically active population. Of all employed rural women, 32.9 per cent perform unpaid domestic work, 30.5 per cent work for their own account, 36.0 per cent are wage earners, and 42.6 per cent are paid less than a minimum wage.

Programmes for productive rural development - "Alliance for Rural Areas"

667. The Government of Mexico has implemented a livestock and rural-development programme, designed to improve the living conditions of the rural population by improving their incomes and their productivity. As part of the formulation of policy and the implementation of programmes in the rural sector, efforts have been made to encourage the participation of producers (through their various organizations) and the three levels of government.

668. The Alliance for Rural Areas encourages joint participation by producers and the three levels of government, with a view to increasing production and productivity levels within the rural sector, through applied research, technology transfer, training, and livestock health initiatives. It also promotes comprehensive rural development through production and organizational policies designed to suit each specific region and social group.

669. For the financial year 1999, the Alliance for Rural Areas implemented a programme aimed specifically at Organized Groups of Women within Rural Development. The Alliance programme takes the form of a crosscutting policy action, designed to ensure that all rural-development programmes consider the incorporation of rural women in the benefits established by the Alliance for Rural Areas.

670. The Alliance for Rural Areas received an increasing level of resources between 1996 and 2000, both from the Federal Government and from state governments, because of the pertinence of its programmes and the priority accorded to the livestock sector. From 1996 to 1999, 11,194.2 million pesos in federal funds were allocated to the Alliance through the Ministry of Agriculture, Livestock Raising and Rural Development (SAGAR) and the National Confederation of Rural Workers (CNA), while 5,869.1 million pesos were allocated by state governments. If one also includes the 14,417.8 million pesos provided by producers, the total funds received by the Alliance amounts to 31,481.1 million pesos. For each peso of federal expenditure, almost two further pesos of investment funds were generated.

671. For the year 2000, SAGAR allocated to the Alliance for Rural Areas a budget of 2,895.4 million pesos, 55 per cent of which was devoted to high-risk producers and highly marginalized regions. The CNA allocated 559.8 million pesos to the Alliance for Rural Areas, making total funds of 3,455.2 million pesos. In addition to these resources, a further 36,999.6 million pesos were provided during the year 2000 by various departments and entities, to fund the fight against poverty. This represents a real increase of 12.2 per cent compared with 1999 and 73.8 per cent compared with 1994.

672. The rural-development programmes run by the Alliance for Rural Areas promote the transfer of appropriate technology, as well as training and technical assistance, from a micro-regional, sustainable and productive perspective, aimed, firstly, at increasing the production of crops to be used mostly for growers' own consumption and, secondly, at improving the interrelationship between producers and markets.

673. The fundamental objective of these programmes is to promote projects of a productive nature serving to increase the income and the family well-being of poor producers with a diverse output, much of which is intended for their own consumption.

674. The actions implemented under some of these programmes are designed to support rural development, to promote livestock marketing firms in the social sector, and to provide training and encourage expansion, technical assistance, sustainable productive development in marginalized areas.

Programmes for the support of rural women

675. The Government of Mexico has implemented various programmes to promote the creation of jobs and income opportunities and facilitate the incorporation of rural women in the country's productive activities through agricultural promotion programmes, support for marketing, financing, business training and marketing, and land maintenance. It has also introduced a number of funding and training programmes designed to support micro, small- and medium-size enterprises.

Promotion of production

Women in Rural Development

676. As the Committee was previously informed, the objective of the Women in Rural Development (MDR) programme is to integrate the productive participation of organized groups of women into a micro-regional planning strategy for comprehensive rural development, aimed at increasing incomes and helping to combat rural poverty and helping to increase production and productivity levels of projects undertaken by women within various areas conducive to the generation of employment in the rural sector.

677. During the years 1996-1999, within the framework of the MDR programme, 862,442 women received assistance, for a total investment of 568.14 million pesos. The advances achieved through this programme are reflected not only in

/...

the increasing number of women receiving assistance, but also in the creation of new strategies and policies.

678. During the three-year period 1996-1998, the main productive areas receiving support were the following:

Category	Unit	Total
Birds	Packets	390,402
Pigs	Head	100,297
Sheep	Head	100,940
Goats	Head	93,580
Farming implements	Units	61,674
Garden plants and fruits	Packets	45,872
Vegetables	Packets	11,941
Organic micro-farms (birds, rabbits and vegetables)	Packets	11,349
Bee-keeping equipment	Packets	9,619
Tortilla-corn mills	Units	8,330
Creation of prairies	Actions	7,245
Rural microenterprises	Projects	4,090

Source: Ministry of Agriculture, Livestock Raising and Rural Development.

679. In 1999, an additional federal/state sum of 235.08 million pesos was allocated, for the benefit of 236,539 women. This represents an increase of 42,805 women and 101.63 million pesos with respect to 1998, under the MDR programme.

680. The actions implemented in 1999 are as follows:

Programme	Total investment (federal/state) (millions of pesos)	Number of women beneficiaries
Support for rural development	95.99	175,020
National Coffee Programme	36.53	30,441
Sustainable rural development in marginalized rural areas	30.44	6,380
Organized Groups of Women within Rural Development	72.12	24,698
Total	235.08	236,539

Source: Ministry of Agriculture, Livestock Raising and Rural Development.

/...

681. In 1999, the Alliance for Rural Areas also institutionalized a specific Programme for Organized Groups of Women within Rural Development. The strategy of the programme is to strengthen the role of the gender perspective in public policy, by promoting more comprehensive support mechanisms, such as the use of quotas in the hiring of its own technical staff, and the creation of Micro-regional Networks of Supported Groups with a view to providing follow-up to its projects, exchanging experiences, identifying the causes of successes or failures, providing in-house training and, above all, making it possible to evaluate the impact and changes achieved through their participation in decision-making. With this in mind, the MDR programme developed the National System for Follow-up and Evaluation (SISEVAL/MDR) and approved the Technical Annex on Organized Groups of Women within Rural Development, a document that helped to facilitate crosscutting and vertical implementation of the promotion strategy, as well as the participation of women in rural development.

682. In 1999, the Programme for Organized Groups of Women within Rural Development provided support for 1,457 microenterprises. The main activities involved were embroidery and handicraft workshops, livestock projects, baking, processing of agricultural and livestock products (dried food, canned foods, meat and milk products), candy manufacture, shampoo and soap manufacture, tortilla and tortilla-corn manufacture, and stores. For the year 2000, this programme has been allocated 72.3 million pesos out of the Federation Expenditure Budget (PEF). Support will be provided for 1,018 rural microenterprises and 152 micro-regional networks, benefiting a further 18,448 women.

683. During the period covered by this report, a number of projects were implemented under the various Alliance for Rural Areas programmes. The budget amounts allocated for those programmes are as follows:

Amount (millions of pesos)	Programmes
352.37	Rural Development Support Programme
42.61	National Coffee Programme
33.62	Programme for Sustainable Rural Development in Marginalized Rural Areas
18.83	Fertilization/Irrigation Programme
12.30	Grasslands Development Programme
8.80	Milk Development Programme
5.70	Small Livestock Programme
3.23	National Cocoa Programme
1.8	Animal Health Programme
1.56	Kilo por Kilo
1.20	National Bean Programme
0.60	Coconut Palm Programme
0.17	National Rubber Programme
0.15	Oil Palm Programme
0.83	Genetic Improvement Programme
0.77	Bee-keeping Programme

/...

684. Among these programmes, those particularly worthy of note are the Rural Development Support Programme, the National Coffee Programme and the Programme for Sustainable Rural Development in Marginalized Rural Areas, which benefit 175,020; 30,441; and 6,380 women respectively.

Rural Development Support Programme

685. In 1999, the Women's Productive Development Programme implemented by the Ministry of Social Development (SEDESOL), which comes under Section 26 (described in the section of this report referring to Article 13 of the Convention) provided support for 2,888 productive projects, benefiting 46,569 women in the 31 federal entities.

National Indigenous Institute (INI) programmes

686. The National Indigenous Institute (INI) runs four programmes designed to promote the economic and productive development of indigenous peoples and communities. Those programmes are the Regional Funds for the Development of Indigenous Peoples, two projects of the Institutional Fund for the Development of Productive Agriculture (FIDA), and a productive agricultural ecology programme. Under the Regional Funds for the Development of Indigenous Peoples, funding sources were provided for productive projects, together with training support in aspects of administration and operations.

Funding for rural development

National Fund for the Support of Social Enterprises

687. In 1999, through the National Fund for the Support of Social Enterprises (FONAES), a total of 149,260,037 pesos was allocated in support of initiatives by men and women producers from the social sector living in poverty, aimed at setting up and consolidating companies that are economically and socially profitable, and generate both jobs and income. Risk capital was provided to 3,212 women from 256 companies in 31 federal entities (79,732,681.60 pesos) and, through the Productive Employment Programmes, support was provided to 1,021 projects, involving 9,738 women from 30 federal entities (527,355.76 pesos).

Women Entrepreneurs - Women Producers Programme

688. During 1999, progress was made regarding the design and implementation of the pilot phase of the Women Entrepreneurs - Women Producers Programme, which Nacional Financiera is implementing as a way to launch the Global Microenterprise Development Programme. This vast industry-promotion initiative is backed by an enterprise-development strategy which, in addition to providing funding, provides information, training, technical advice, technological backup and marketing organization services, with a view to transforming the structure of the country's smallest productive units, so that they can participate in the formal economy with the support of their own competitive capacities. Programme

implementation involved pilot projects in six low-income communities from five states of the Republic, benefiting more than 2,000 micro-producers, mostly women. Support organizations were also set up in these communities. Exclusively owned by the micro-producers, these organizations function as service companies providing technical backup in the design and implementation of business plans and act as agents for communication and liaison with the enterprise support infrastructure.

Rural Women's Microfinance Fund (FOMMUR)

689. In 1999, the Ministry of Agriculture, Livestock Raising and Rural Development (SAGAR) and NAFIN created the Rural Women's Microfinance Fund (FOMMUR), referred to previously, with the aim of promoting self-employment initiatives designed to maintain the incomes and quality of life of rural women. In order to be able to channel financial support, FOMMUR plans to define and set up intermediary agencies (social organizations involved in promoting sustainable rural development: organizations of civil society, savings and loan associations, cooperative organizations and non-governmental organizations and others), which are designed to provide microfinance to rural women on a gradual basis, as described in the section of this report referring to Article 13 of the Convention.

690. FOMMUR began operating in 2000, under an innovative microcredit and savings scheme which has hitherto approved backing for 759 joint groups belonging to 18 intermediary agencies, in nine states of the Republic. A total of 12,292 women have benefited from the scheme, and 7.6 million pesos have been provided, with a zero rate of arrears thus far.

National Communal Land Trust Fund

691. In 1999, the National Communal Land Trust Fund (FIFONAFE), through the Rural Women's Programme, supported 352 projects with funding of 14,866,847 pesos. As a result, direct support was provided for 4,463 women and indirect support was given to 24,720 members of the families.

BANRURAL

692. The National Rural Credit Banking System (BANRURAL), through its nationwide network of branches, implements actions on behalf of rural women to support the provision of loans to finance the running of productive projects, through the industrial-agricultural units (UAIM) and all the other recognized community organizations that enable women to organize themselves. These actions combine loan programmes with other instruments, such as the Alliance for Rural Areas, in an effort to diversify rural women's productive activities.

693. Between 1995 and 2000, BANRURAL will have allocated credits for an amount 2.2 per cent higher, in real terms, than that allocated between 1988 and 1994. Sixty-five per cent of those allocations were farm loans, 25 per cent were rural-development livestock loans, and 10 per cent were repair loans.

694. Thanks to the farm loans provided to fund agricultural activity, the surface area farmed increased from 1,251,000 hectares in the agricultural year 1995 to 2,324,000 hectares in the agricultural year 2000, representing an increase of 86 per cent. With respect to individual crops, the production of common grains accounted for 91 per cent of farmed land. Land for corn growing increased from 329,000 hectares in 1995 to 1,124,000 hectares in the year 2000, land for beans from 249,000 to 343,000 hectares, and land for other crops - mainly garden plants and fruits - from 107,000 hectares to 204,000 hectares.

695. During the financial year September 1999 to August 2000, BANRURAL's total lending rose to 12,766 million pesos, an increase of 15.9 per cent, in real terms, compared with the previous year. Agriculture accounted for 6,304 million pesos (49.4 per cent) of the total, with 2,324,000 hectares being farmed, while loans to the livestock industry amounted to 610 million pesos (4.8 per cent of the total, for 119,955 head of cattle), and 5,852 million pesos (45.8 per cent of the total) were allocated for other activities, mainly marketing of agriculture and livestock products, and agribusiness, fishing and forestry activities.

Training in enterprise and marketing

Programmes run by the Ministry of Trade and Industrial Promotion

696. The Ministry of Trade and Industrial Promotion (SECOFI) offers technical assistance and training to Mexican businessmen and businesswomen, in order to increase their competitiveness, through an Administrator Training System. The function of this system is to disseminate training services and tools provided by specialized institutions (both public and private), business guides designed to advise businesswomen on how to set up a business or improve an existing business; a Technological Services Information System (SISTEC) and Technological Forums, bringing businesswomen into contact with centres and institutes for applied research and technological development; and the Production Technologies System, which provides access to information about subjects such as new products, production processes, machinery and equipment. SECOFI also organizes business meetings under the Suppliers' Development Programme, which attracted significant participation by businesswomen in 1990.

697. In an effort to promote competitiveness among businesswomen in the retail sector, by promoting training and by restructuring existing businesses, as well as by providing support for those seeking to start up a new business, SECOFI developed its Retail Trade Training and Modernization Programme (PROMODE), which in 1999 provided training for 20,295 women from around the Republic. Training

was provided in the programme's three main focuses: (a) General Training, designed to train owners of retail businesses in all sectors in administration, purchasing and inventory management, accounting and marketing (17,817 women); (b) Basic Entrepreneurial Training, which provides guidance and training for people interested in starting up a business, with respect to choosing and setting up their own company (1,141 women); and (c) Training of Instructors, which seeks to increase general training and basic entrepreneurial training in the country's different regions (1,319 women).

698. SECOFI runs the COMPITE programme, which organizes workshops and offers training for industrial firms, with the aim of improving productivity through viable, rapid-impact and low-cost solutions. Under this scheme, 130 workshops were held in 1999 for companies headed by women, and training was offered to around 4,000 women.

699. In conjunction with the business and academic sectors, SECOFI has developed a scheme for micro, small- and medium-size companies, entitled the Network of Regional Centres for Business Competitiveness (CRECE), which is designed to provide comprehensive advice and business-training services. Through the CRECE network, this scheme provided services to 1,186 companies headed by women. Of those companies, 84 per cent were microenterprises and 46 per cent belonged to the trade sector.

Women's Productive Development Programme

700. As part of the Women's Productive Development Programme, the Ministry of Social Development (SEDESOL), CONMUJER, the National Fund for the Support of Social Enterprises (FONAES), the National Solidarity Institute (INSOL), and the state delegations of SEDESOL and state governments organize the Women's Productive Development Seminar/Workshop, in 26 of the country's entities. The objective of the Seminar/Workshop is to help organized women's groups and beneficiaries of the Women's Productive Development Programme to appreciate the importance of social organization as the foundation of the social enterprise, to realize the importance of the social enterprise as an opportunity for employment and income, and to improve their capacity to manage their respective responsibilities.

Social security

701. The entry into force of the new Social Security Act, on 1 July 1997, marked the first time that agricultural day labourers qualified for comprehensive social security protection. Before this measure was introduced, 61,500 day labourers were enrolled in the Social Security System, accounting for just 7 per cent of all day labourers. As of August this year, 809,604 workers and their families were incorporated into the system. The resources channelled into this programme amount to 92.3 million pesos, representing an increase in real terms of 65.2 per cent compared with 1999.

/...

702. The new Social Security Act gave agricultural workers access to the comprehensive range of benefits included under the mandatory regime. Thus, for the first time since the creation of the IMSS, more than 50 years ago, the Federal Government has since 1999 been making matching contributions to the social security scheme of agricultural day labourers, under which the latter are entitled to sickness and maternity insurance, work-related-risk insurance, disability and life insurance; retirement insurance; insurance for retirement by age and time of service; disability insurance; retirement insurance; insurance for unemployment at an advanced age and in old age; as well as nursery services and welfare benefits.

Education

703. In addition to rural and indigenous education, community education is the type of basic education that caters for isolated and dispersed regions of the country with the highest levels of marginalization. Community enrolment has grown at an average annual rate of 6.8 per cent since the 1994-1995 school year. Since 1997, the Federal Government has implemented the Migrant Agricultural Day Labourer Education Project, which responds to the particular situations and the ethnic, linguistic and sociocultural characteristics of these groups.

704. A total of 1,354 million pesos was spent on community programmes in the year 2000, an increase of 13.1 per cent and 6.9 per cent respectively, in real terms, compared with the years 1994 and 1999. As a result, basic-education services were provided to 350,000 children in 2000, compared with around 206,000 children in 1994.

Programmes for the migrant population

705. It is estimated that there are 3.4 million agricultural day labourers in Mexico, and that one million (29 per cent) of them are migrants, who travel between different work regions during the year, so that they are able to work with a range of different crops.

706. The essential needs of agricultural day labourers are catered for under the comprehensive strategy implemented under the National Programme for Agricultural Day Labourers, which is run by the Ministry of Social Development (SEDESOL). The key elements of the programme are an understanding of the reality of the labourers' daily lives, participation by the labourers themselves, and the support provided by various public, social and private sector offices involved in this area.

707. Actions for the social well-being and productive development of agricultural day labourers are implemented in 15 states: Baja California, Baja California Sur, Durango, Guerrero, Hidalgo, Jalisco, Michoacán, Morelos, Nayarit, Oaxaca, Puebla, San Luis Potosí, Sinaloa, Sonora and Veracruz. The link between the programme and agricultural day labourers is achieved through the programme's social-promotion procedures.

708. Between 1995 and 1996, slightly more than 54,000 projects were implemented. Notable among these projects are those concerned with housing and environmental cleanup, education, culture and recreation, as well as those involved in employment, training and productivity, benefiting an annual average of 550,000 agricultural day labourers.

709. In the year 2000, 162 million pesos were allocated to the programme, with assistance being provided to an estimated 763,524 agricultural day labourers, working in 1,464 work units, located in 259 municipalities, in 15 federal entities. The funding provided was 11.6 per cent higher, in real terms, than in 1999.

710. Since 1997, the Ministry of Public Education (SEP) has implemented the Migrant Agricultural Day Labourer Education Project, under which a model for the acquisition of basic skills by migrant children was developed. This model is based on national plans and programmes, and structures its various contents and educational activities strictly in accordance with the realities of the children's daily lives, under a graduated system that takes into account the different ages and knowledge levels of students within a single school grade. In 1999, this model was implemented on an experimental basis among children in the first grade of primary school in farm camps and expulsion communities located in those states participating in the project. During the year 2000, the initiative was extended to include second-grade students. This involved the preparation of curricula, teacher and student support materials, as well as a component for specialized training of teachers of migrant children.

711. Also, through the Education for Migrant Children Programme, which was introduced by the National Education Promotion Council (CONAFE) in 1997, a specific model has been developed to define and coordinate teaching strategies and activities, designed to ensure that the education offered in the classroom is more appropriate. It is hoped that during the present year, slightly more than 29,235 students will receive pre-school and primary education under this model, in almost 1,657 camps and in expulsion and reception communities of these population groups. This represents an increase of almost 26,000 children compared with 1995, when this service was offered at 93 camps.

712. For its part, the National Institute of Adult Education (INEA) provides support to migrant farm workers over 15 years of age who live in the Institute's Education and Recreation Camps (CER) and who need education. These camps offer the adult population access to primary and secondary literacy teaching, as well as to workshops providing instruction in certain jobs or crafts. Since the period 1996-1997, an annual average of 3,300 people have benefited from this initiative.

ARTICLE 15

713. The Committee was informed in Mexico's combined third and fourth reports that, despite the constitutional precept establishing the legal equality of men and women (a precept also established under the constitutions of the states of the Republic), some aspects of secondary law do limit the ability of Mexican women to exercise their legal capacity. This is the case with respect to the right to enter into a second marriage. Under Article 158 of the Civil Code of the Federal District, that right could only be exercised 300 days after the dissolution of the first marriage.

714. In this respect, we would like to inform the Committee that major reforms were introduced to the Civil Code for the Federal District in the matter of Common Jurisdiction and for the whole Republic in the matter of Federal Jurisdiction, and to the Code of Civil Procedure for the Federal District. As a result, the aforementioned Article 158 of the Civil Code was abolished, and significant advances were also made in other respects. Those advances are set out in the section of this report referring to Article 16 of the Convention.

715. Article 2 of the Civil Code, which establishes the legal equality of men and women, and which stipulated that women could not, by virtue of their gender, be subjected to any limitations whatsoever regarding the acquisition and exercise of their civil rights, was amended in order to add the following: "No one may be denied a service or benefit, or suffer restriction in the exercise of any of his or her rights, on grounds of age, gender, pregnancy, marital status, race, language, religion, ideology, sexual orientation, skin colour, nationality, origin or social position, job or profession, economic position, physical characteristics, disability or state of health." As a result, not only are women's legal equality and their exercise of that right now protected, but also the foundations are established for the elimination of any kind of discrimination with regard to services and to women's exercise of all their rights.

716. With regard to family patrimony, the Decree abolishing, amending and adding to various provisions of the Civil Code for the Federal District in the matter of Common Jurisdiction and for the whole Republic in the matter of Federal Jurisdiction, published on 25 May 2000 in the Gaceta Oficial of the Federal District, introduced greater protection, as may be discerned in the amended Article 723 of the Civil Code, which defines this concept as follows:

> "Article 723. - Family patrimony is an institution of public interest, the object of which is to encumber one or more assets in order to provide the family with financial protection and support the home. Family patrimony may include the house in which the family resides and furniture for domestic and everyday use, the cultivable plot of land or the industrial and commercial concerns whose operation is shared among the family members, as well as the tools of their trade, provided that their value does not exceed the maximum quantity determined under this regulation."

717. In addition to the broadening of protection of family patrimony and the expansion of the previous version of Article 723, which referred only to the objects of family patrimony, limiting itself to the house in which the family

/...

resides and, in some cases, to a cultivable plot of land, Articles 724-727, 730-732, 734-737, 740-743 and 746 of the Civil Code were amended, and Article 746a was added.

718. The amended Article 724 expands considerably upon the provisions of the previous Article 725, in establishing the universe of individuals who may establish family patrimony, on one occasion only, before a family judge and regarding its corresponding entry into the Public Record. In this regard, the amendment takes into account the changes that have occurred in the Mexican family, as well as the active participation of its members, particularly of women.

> "Article 724. - Family patrimony may be established by the mother, the father, or both, the common-law wife, the common-law husband, or both, the single mother or the single father, grandmothers or grandfathers, daughters or sons, or any other person wishing to do so in order to protect his or her family legally or financially."

719. The amended Article 734 also broadens the protection of surviving children with respect to family patrimony:

> "Article 734. - The persons entitled to enjoy the family patrimony are those indicated in Article 725 and the surviving children. The latter, as well as the guardian of those who are entitled to alimony but lack legal capacity, family members of the debtor or the Public Prosecutor, may legally request that the family patrimony be established up to the value set out in Article 730, without the need to initiate legal proceedings of any kind. In the establishment of this patrimony, the provisions of Articles 731 and 732 shall be taken into account."

720. Another substantive change to the legislation in force is the possibility of co-ownership of family property, whereas previously, the benefit for other family members was limited to the use of said property (previous Art. 724). This reflected a manifest failure to protect women, who, despite their contribution to the creation of the family patrimony, did not always appear as the legal subject responsible for creating that family patrimony. The amended Article 725 stipulates:

> "Article 725. - The establishment of the family patrimony makes the ownership of the property assigned to it pass to members of the beneficiary family. The number of family members shall determine co-ownership of the patrimony, and family members shall submit their first and last names when requesting that the family patrimony be established."

721. Moreover, representation of the beneficiaries of property assigned to the family patrimony, in relations with third parties, is now decided by the majority within the family, whereas the previous provisions assigned this prerogative in the first instance to whoever established the family patrimony, almost always the father. This was also the case regarding administration of the property. The amended Article 726 states:

/...

> "Article 726. - The beneficiaries of property assigned to a family patrimony shall be represented in relations with third parties, in all matters relating to the patrimony, by a person designated by the majority."

722. The text of Article 727 affirms, moreover, that: "The property assigned to the family patrimony is inalienable, imprescriptible, and shall not be subject to distraint or duty of any kind."

723. Regarding the establishment of family property, the amended Article 731 provides:

> "Article 731. - Members of the family wishing to establish patrimony shall do so through a common representative, in writing, to a family judge, listing all movable and immovable property in precise detail, so that such property may be entered into the public register.
>
> "The request shall include:
>
> I. The names of family members;
>
> II. The address of the family residence;
>
> III. The name of the owner of the property that shall be assigned to the family patrimony, as well as proof of ownership and a certificate of exemption from duties, if appropriate, with the exception of any easements; and
>
> IV. The value of the property to be established as family patrimony, which value shall not exceed the level set out in Article 730 of this regulation."

724. With respect to the expiry of family patrimony, the reforms introduced to Articles 741, 742 and 746 and the addition of Article 746a of the Civil Code establish better foundations for protection, since the family judge shall in all cases be responsible for declaring the expiry of the patrimony, under the procedure set out in the Code of Civil Procedure for the Federal District, and including its subsequent entry into the public register. Once the family patrimony has expired, the property shall be liquidated, and its total worth distributed in equal proportions.

725. The amended Article 746a further stipulates that:

> Article 746a. - If any member of the family should die, his or her heirs, if there are any, shall be entitled to a portion of the inheritance when the liquidation is carried out. If there are no heirs, the inheritance shall be shared out among the other members of the family.

726. With respect to the property regime regarding joint ownership upon marriage or the separation of assets within marriage, more details are provided in the following section, in reference to Article 16 of the Convention.

/...

ARTICLE 16

727. We should like to inform the Committee on the Elimination of Discrimination against Women that since the presentation of Mexico's combined third and fourth reports, significant advances have been made, in the legislative arena, with respect to the rights protected under Article 16 of the Convention.

728. Under the reform of the Civil Code for the Federal District in the matter of Common Jurisdiction and for the whole Republic in the matter of Federal Jurisdiction, published by decree in the Gaceta Oficial of the Federal District on 25 May 2000, extremely significant amendments were introduced in relation to marriage and family relationships. The effect of those amendments was to give full force to the legal equality of women.

729. A highly significant chapter, entitled "Concerning the Family," was introduced into the Civil Code, with a view to regulating and encouraging the comprehensive development of family members as well as harmonious family relations, both within marriage and within the common-law relationship and those deriving from kinship. This chapter has implications for the protection of victims of domestic violence, including the common-law wife. This is consistent with the general protection that must be accorded under law, without being diminished by any particular situation. The chapter encompasses Articles 138b to 138e, whose exact wording is as follows:

> "Article 138b. - The provisions referring to the family are a matter of public order and social interest and are aimed at protecting its organization and the comprehensive development of its members, based on respect for their dignity."
>
> "Article 138c. - Legal family relationships constitute a combination of the duties, rights and obligations of family members."
>
> "Article 138d. - Legal family relationships entailing duties, rights and obligations arise between persons related by marriage, kinship, or a common-law relationship."
>
> "Article 138e. - Family members have a duty to observe mutual respect, solidarity, and respect in the development of family relationships."

730. Under the reforms, Book I of Chapter I (entitled "Concerning Betrothal"), Title V (entitled "Concerning Marriage") was abolished because its reference to the required, written promise of marriage was an outdated concept.

731. With respect to the requirements for contracting marriage, outlined in Chapter II of the same Title, Article 146 was amended to incorporate a definition of the institution of marriage that was in tune with the times, rather than simply indicating a provision of a procedural nature:

> "Article 146. - Marriage is the free union of a man and woman, which they enter into with the intention of living together, in a state of mutual respect, equality and assistance, with the possibility of having children

/...

in a free, responsible and informed manner. It shall be celebrated before a Registrar of Marriages, with the formalities required by this law."

732. In accordance with the aforementioned Article 146, the previous text of Article 147, which read "Any condition contrary to the perpetuation of the species or to the mutual assistance that spouses owe to one another, shall be deemed unacceptable" was abolished, and replaced by the provision stating that: "contracts that place the contracting parties in contravention of the content of the preceding article shall be null and void."

733. The Civil Code affirms that spouses shall enjoy equal authority and respect in the home (Art. 168), and now states that both may carry out any activity, provided that it is legal (Art. 169). It also recognizes, through the addition of Article 164a, the contribution made by domestic work, which is generally performed by women: "The performance of work in the home or care of the children shall be regarded as a contribution to maintenance of the home."

734. With regard to cohabitation, the Civil Code reforms introduce a new chapter, under Articles 291a, 291b, 291c, and 291d, which state:

> "Article 291a. - The common-law wife and common-law husband have mutual rights and obligations, provided that, without legal impediment to their marriage, they have lived together on an uninterrupted, permanent basis for a period of at least two years, immediately before the rights and obligations referred to in this chapter are incurred.
>
> "The aforementioned period is not necessary when the other requirements are fulfilled and the common-law spouses have a shared child.
>
> "If the same person shall enter into more than one union of the type described above, none shall be regarded as a common-law spouse. Whichever party shall have acted in good faith may demand compensation for damages."
>
> "Article 291b. - The common-law husband shall be governed by the rights and obligations attached to the family, insofar as they are applicable to him."
>
> "Article 291c. - Cohabitation incurs rights of alimony and succession among the common-law spouses, regardless of the other rights and obligations recognized in this Code or in other laws."
>
> "Article 291d. - When the cohabitation ends, a common-law wife or common-law husband lacking sufficient income or assets to support herself or himself is entitled to receive maintenance for the period of the cohabitation. Maintenance may not be claimed by an individual having shown ingratitude or who lives within a common-law relationship or enters into marriage.
>
> "The right accorded under this article may be exercised only during the year following the cessation of cohabitation."

735. With respect to the minimum age for marriage, the new law requires that both contracting parties be of majority age and, in the case of minors, that

/...

both parties be 16 years of age, and that the relevant consent be given by whoever exercises custody or guardianship, or by the family judge. The amended Article 148 states:

> "Article 148. – In order to enter into marriage, both contracting parties must be of majority age.
>
> "Minors may enter into marriage, provided that both are at least sixteen years of age. To this end, the consent of whoever exercises custody or, failing custody, guardianship of the minors. If this consent is unavailable or denied, the family judge shall instead provide said consent, which shall be granted in light of the particular circumstances of the case."

736. Similarly, Article 156 identifies, among the impediments to marriage, the lack of age required by law (18), as well as the lack of consent from the individual or individuals exercising custody or guardianship or from the family judge, in the case of minors.

737. Furthermore, the reforms to the Civil Code brought substantive change regarding recognition of paternity and maternity.

738. Article 162 is consistent with Article 4 of the Constitution in protecting equality of reproductive rights within marriage, stating: "Spouses have the right to make a free, responsible and informed decision as to the number of children they will have and the intervals between their births, as well as to use any method of assisted reproduction to have children, under the terms identified by law. This right shall be exercised by common agreement between the spouses."

739. In Article 59, the reference to "children born within marriage" was abolished. The objective was to ensure that children not born within marriage were not excluded, from the outset, when birth certificates were prepared.

740. The father's voluntary discretion to recognize children born outside marriage was also eliminated, since this obligation was invariably imposed upon women. The amended Article 60 stipulates that:

> "Article 60. – The father and mother are obliged to recognize their children.
>
> "Whenever they are not married, recognition shall be made by both parents, in person, before the Registrar, or by their representatives.
>
> "Investigation into maternity and paternity may be carried out before the courts in accordance with the provisions of this Code.
>
> "In addition to the names of the parents, the birth certificate shall also state their domicile and nationality."

741. The reformed Civil Code also abolishes references to the "child born in adultery," the "natural child," and the "child born of incest," as well as the chapter on "legitimization." It further establishes, in Articles 63 and 324,

/...

that all children born within marriage are assumed to be children of the spouses. The latter article also includes the assumption that children born within three-hundred days of the dissolution of a marriage are children of the spouse. In the same way, the Civil Code protects children born within a common-law marriage, under the reformed Article 383.

742. Under the reform, Article 158 was also abolished. It had stated: "A woman may not enter into a new marriage until three-hundred days have passed since the dissolution of her previous marriage, unless she shall give birth to a child within that period. In the event that the marriage shall be annulled, or in the event of a divorce, this time period may be counted from when the couple cease living together."

743. The reform also brought the abolition of all previously existing provisions regarding various obligations and prerogatives giving preference to the paternal grandparents over the maternal grandparents - for example, the requirement to declare the birth (Art. 59).

744. With regard to adoptions, Articles 86 and 87 of the Civil Code stipulate that:

> "Article 86. - In the case of adoptions, a certificate shall be prepared as if it were a birth certificate, under the same terms as that which is issued in the case of children related by blood, without prejudice to the content of the following article."
>
> "Article 87. - In the case of an adoption, with respect to the drafting of the certificate, annotations shall be made in the original birth certificate, which shall be kept private. No document revealing the origin of the adopted individual in his condition as such shall be published or issued, save by court order."

745. The reforms introduced the concept of the full adoption, abolishing the simple adoption, in order to make recognition of paternity and maternity effective, regardless of their origin and of whether they occur within marriage or within a common-law relationship, and to make all the rights of adopted children effective. The amended Article 123 thus states that: "In the case of adoption, blood relationship shall be put on a par with the relationship existing between the adopted child, the adopting parent, the relatives of the latter and the descendants of the former, as if the child were a blood relative," with the exception of adoptions in which there exists a blood relationship with a minor or an individual without legal capacity, where the relationship shall be civil in nature. The adopted child shall therefore be entitled to the same rights, duties and obligations as the child who is a blood relative (Art. 410-A).

746. The amended Article 410-C further empowers the Register of Births to decline to provide information regarding the history of the adopted child's original family, except in the cases determined by law, while Article 410-B protects the father or mother of the minor that is to be adopted, who must give their consent.

747. Article 293 also introduces an important measure regarding children who are born as a result of assisted reproduction, recognizing them as blood relatives of those consenting to such assisted reproduction.

748. With regard to filiation, the amended text of Article 338 states that: "Filiation is the relationship between the father or mother and their child, forming the primary social nucleus of the family. It therefore may not be the matter of an agreement between parties, nor of a transaction, nor may it be subject to the compromise of an arbitrator."

749. With respect to property, the new civil legislation affirms that marriages must be celebrated under the regime of joint ownership or that of the separation of property. Future spouses must therefore decide upon their marriage contract, which is an agreement defining the property regime governing the marriage and regulating the administration of property by both spouses, unless an agreement be made to the contrary. During the marriage, the marriage contract may be modified before a family judge.

750. Under the regime of joint ownership, the Civil Code provides, in the amended Articles 182b and 182c, that if there is no evidence that property or profits obtained by one of the spouses belong to only one of them, it is assumed that they form part of joint ownership, in equal proportions. The intention of these amended articles is to protect women who perform domestic chores.

751. The reformed Article 182d states that:

> "Under the regime of joint ownership, unless an agreement contrary to the provisions of the marriage agreement has been made, the following shall be deemed the property of each individual spouse:
>
> "I. Property and rights belonging to the individual spouse at the time of the marriage and those in the possession of the individual spouse before the marriage, even though he or she did not own them, if they are acquired by uninterrupted possession during the marriage;
>
> "II. Property acquired by the individual spouse after the marriage has been contracted, through inheritance, bequest, donation, or gift of fortune;
>
> "III. Property acquired with any security owned prior to the marriage, even if the sale of the security should take place after the marriage is celebrated; provided that all costs incurred to make the sale effective are paid by the owner of the security;
>
> "IV. Property acquired with the profits from the sale or exchange of the individual spouse's own property;
>
> "V. Objects for personal use;
>
> "VI. The equipment needed to exercise a profession, skill or trade, except when said equipment is part of, or belongs to a shared establishment or operation. The equipment shall not lose its exclusive character if

/...

purchased jointly, except that in such cases, the spouse retaining the equipment shall pay the other spouse the appropriate portion of the cost in compensation; and

"VII. Property purchased in instalments by one of the spouses before entering into the marriage contract shall be regarded as exclusive when all or part of the instalment price is paid by the same spouse. Exceptions are family accommodation, and household furniture and other items."

752. In the case of divorce disputes, which may involve divorce by mutual consent or judicial divorce, it is the regime of joint ownership that presents the greatest difficulty regarding the family judge's efforts to determine which items of property belong to which spouse.

753. According to Articles 203 and 204 of the aforementioned Civil Code, when joint ownership is dissolved, an inventory is drawn up, excluding the bed, and the spouses' everyday clothes and objects for personal or work use. Once outstanding credits have been paid, the family judge divides the remaining property between the spouses according to the terms set out in the marriage contract or, if no such contract exists, according to the general provisions of joint ownership.

754. Under the regime of separation of property in cases of divorce, a spouse has the right to request (Art. 289a) that the other spouse pay compensation of up to 50 per cent of the value of property that has been acquired during marriage, provided that the plaintiff has, during the marriage period, dedicated himself or herself predominantly to the performance of domestic chores and, if applicable, to the care of the children, and has not acquired his or her own property or, if he or she has acquired such property, has significantly less property than the opposing party.

755. In the case of a judicial divorce, which include divorces arising as a result of situations of domestic violence, the new provisions of Article 288 of the Civil Code stipulate that the family judge shall sentence the guilty spouse to payment of emoluments, in the form of alimony, to the innocent spouse who lacks property or who, during the marriage, dedicated himself or herself predominantly to the performance of domestic chores or to the care of the children, or who is unable to work. Similarly, in the case of divorce by mutual consent, the same article states that women shall have the right to receive alimony payments for the same period as the duration of the marriage. Women may enjoy this right provided that they do not receive sufficient income and provided that they do not marry or become engaged in a common-law relationship.

756. In fact, the amended Article 245 of the Civil Code stipulates that physical and psychological violence are grounds for annulling the marriage, in any of the following circumstances:

"I. That said violence threatens an individual's life, honour, liberty, health, or a significant portion of the property of such an individual;

"II. That said violence is perpetrated against the spouse, the person or persons that held her under their custody or guardianship at the time the marriage was celebrated, to her other older relatives, her descendants, brothers, or relatives of indirect descent, to the fourth degree.

"III. That said violence existed at the time the marriage was celebrated."

757. Under the reform to Article 267, moreover, the House of Representatives affirmed the grounds for divorce, which notably include domestic violence, committed or permitted by one spouse against another, or against the children by both spouses, or by one spouse. This same conduct is also grounds for loss, suspension or limitation of custody (Art. 444).

758. Mexico would also like to inform the Committee of the introduction of a number of procedures under which provisional measures may be decreed with a view to protecting women and family patrimony in cases of divorce. Under Article 282 of the aforementioned Civil Code, after the request for a divorce has been submitted and during the proceedings, the provisional measures that the family judge may impose include those that forbid the use of the family home.

759. Under the reforms to the Code of Civil Procedure for the Federal District, which was also published by Decree, on 25 May 2000, in the Gaceta Oficial of the Federal District, Articles 272-A, 290 and 299 set out the terms under which the judge shall hold preliminary and conciliation hearings between the parties and, in the event that no resolution is reached, the deadlines for submission of evidence, and hearing and giving of evidence, said proceedings to be expedited as rapidly as possible, and accelerated in the case of judicial divorces due to situations of domestic violence.

760. In parallel with these recent reforms, which protect women's contribution to the family patrimony, efforts are under way to raise the awareness of family judges concerning the particular situation of such women, at the dissolution of the marriage and at other times. At a National Symposium entitled The Implementation of the Convention on the Elimination of All Forms of Discrimination against Women and the Convention on the Rights of the Child within the justice system, which was held in December 1999, within the framework of the 20th anniversary of the Convention on the Elimination of All Forms of Discrimination against Women, the 10th anniversary of the Convention on the Rights of the Child, and the 5th anniversary of the Inter-American Convention on the Prevention, Punishment and Eradication of Violence Against Women, or Convention of Belém do Pará, concerns were again raised about the situations that arise in practice when there is recourse to divorce, and when the family patrimony remains in the power of the male spouse.

761. The men and women magistrates and judges of 25 federal entities that participated in the National Symposium explained their difficulty in proving that wives also contribute to the family patrimony, especially when this contribution takes the form of their domestic work. They therefore recommended that universities and academic centres initiate a major research effort concerning the value of financial and non-financial contributions made within

/...

the home, and concerning ways to reappraise women's role in the home, and also that they seek to identify new legal concepts, designed to give equal value to the contributions of both spouses when dividing the family patrimony, such as the concept adopted a few months after the Symposium by the House of Representatives of the Federal District.

/...

PART III

IMPLEMENTATION IN MEXICO OF THE PLATFORM FOR ACTION ADOPTED AT THE FOURTH WORLD CONFERENCE ON WOMEN, AND RECOMMENDATIONS OF GOVERNMENTAL ORGANIZATIONS AND CIVIL SOCIETY REGARDING IMPLEMENTATION OF THE CONVENTION

Implementation in Mexico of the Platform for Action adopted at the Fourth World Conference on Women

Mexico in the Beijing+5 Process

762. In view of resolutions 52/100 and 53/120, under which the General Assembly of the United Nations urged Governments to prepare reports on the implementation of the Beijing Platform for Action, focusing in particular on positive factors, experiences acquired, obstacles, the main problems to be overcome, and how gender equality would be achieved in the next millennium, the Coordinating Office of the National Commission for Women, in conjunction with the Department for the Coordination of International Matters relating to Women, of the Ministry of Foreign Affairs, prepared a document entitled Mexico: A Response to the Questionnaire to Governments on the implementation of the Beijing Platform for Action, which was sent to various organizations of civil society, to political parties and to the Equity and Gender Commissions of the Congress of the Union, for their analysis.

763. In order that their comments could be heard, the aforementioned organizations were invited to attend the Information and Consultation Meeting on the Evaluation of Beijing+5, which was held in May 1999. This marked the beginning of the Peking+5 Process, which seeks to evaluate the implementation in our country of the Platform for Action adopted at the Fourth World Conference on Women, for presentation before the special session of the General Assembly of the United Nations, held in June 2000. The suggestions and comments of the participants were taken into account during preparation of the final version of the said document, which was submitted to the aforementioned Department during the same month.

Report of Mexico

764. In June 1999, the Peking+5 Institutional Technical Committee was created, to prepare the Report of Mexico, which was to be presented before the special session of the United Nations. Coordination and publication of the report was the responsibility of the Coordinating Office of the National Commission for Women. The Technical Committee comprised twelve working groups, whose members included representatives of governmental, non-governmental and academic institutions, as well as agencies of civil society. The authorities responsible for each working group were the following: Women and poverty: Ministry of Social Development; Education and training of women: Ministry of Public Education; Women and health: Ministry of Health; Violence against women: National Programme to Combat Domestic Violence; Women and armed conflict: National Commission for Women, in conjunction with the Coordinating Office for Dialogue and Negotiation in Chiapas, of the Ministry of the Interior; Women and the economy: Ministry of Labour and Social Security; Women in power and decision-making: National Commission for Women; Institutional mechanisms for the advancement of women: National Commission for Women; Human rights of women: National Commission for Women and Ministry of Foreign Affairs; Women and the media: National Commission for Women; Women and the environment: Ministry of the Environment, Natural Resources and Fisheries; The girl child: National Scheme for Comprehensive Family Development (DIF).

765. Also represented on the Technical Committee were the National Population Council (CONAPO), the National Institute of Statistics, Geography and Informatics (INEGI), the Equity and Gender Commissions of the Senate and Chamber of Deputies and House of Representatives of the Federal District, as well as the Consultative Board and the Social Monitoring Board of the National Programme for Women.

766. The Report of Mexico, which was submitted to the special session of the General Assembly, takes account of the advances achieved, the obstacles still remaining to be overcome, as well as ways to create a more egalitarian society. The report also summarized the measures implemented by the Government and organizations of civil society during the five-year period which embraced a part of the history of Mexico and of the world.

767. The information contained in the aforementioned document has been incorporated under the various articles of the present Fifth Periodic Report of Mexico, which is presented in compliance with Article 18 of the Convention on the Elimination of All Forms of Discrimination against Women, with the exception of certain aspects of the information regarding the areas of special concern of the Beijing Platform for Action relating to the girl child and women and the environment, as well to the non-governmental sector. It was therefore thought advisable to include information under those three headings in this section. The information is taken from the Summary of the Report of Mexico on the Implementation of the Platform for Action adopted at the Fourth World Conference on Women.

The girl child

Position of the Mexican Government

768. Despite the United Nations' 1959 adoption of the Declaration on the Rights of the Child, which stated in its first chapter that all children should be able to enjoy all the rights set out in the Declaration, without exception, without distinction or discrimination on grounds of race or gender, or on economic, religious, or other grounds, this principle has not been fully applied.

769. Three decades later, at the World Summit for Children, national and international studies showed that, despite certain advances, the situation of children, especially in less developed countries, continued to be a cause for significant concern.

770. In 1989, the Convention on the Rights of the Child confirmed the rights related to health, education and security. The Convention also brought confirmation that no children's rights may be denied on the grounds of race or gender, and stressed the importance of guaranteeing the protection of minors in the event of any discriminatory action. Mexico signed the Convention in 1990, and later established its own National Action Programme for Children 1995-2000.

771. In 1995, within the framework of the Fourth World Conference on Women, held in Beijing, the urgent need to set up mechanisms to prevent inequality between girls and boys was expressed perhaps more forcefully than ever before, on the grounds that gender inequality not only affected the present life of the child, but also determined the future life of the woman. In signing the accords deriving from the Beijing Platform for Action, the Government of Mexico joined other nations accepting the challenge to define policies, plans and programmes aimed at eliminating any form of discrimination against young girls, making a commitment to promoting and protecting their rights, eradicating violence against children, encouraging them to attend and remain at school, and guaranteeing their access to health and medical care.

772. Actions and achievements

In Mexico, the under-20 population is now at its highest ever level, at 43.6 million, or 44.6 per cent of the total population (22.5 per cent females, and 22.1 per cent males).

773. Health and nutrition

- The reduction of the under-five mortality rate has been regarded as the most important global goal as far as health and childhood are concerned, since this indicator reflects socio-economic development overall and, in particular, the impact of health, education, hygiene and social-welfare programmes. The reduction of mortality due to diarrhoea diseases was the main reason for the sharp fall in the under-five mortality rate.

- All immunization goals have already been achieved.

- Since 1993, the National Health System (SNS) has been administering megadoses of Vitamin A to minors under five years old living in areas regarded as high-risk, during its National Health Weeks (held twice a year).

- Since 1997, various strategies have been designed, with a view to promoting special programmes on the health of women and the girl child. Notable among those programmes are the National Women's Health Card system; the changes made to the immunization programme information system, with a view to ensuring permanent evaluation of the coverage rates achieved among young girls, regarding both immunization and nutritional surveillance; and publication of the "Food Guide Handbook."

- The ISSSTE participates in the following child-nutrition programmes: the Hospitales Amigos del Niño y de la Madre ("Friends of Children and Mothers" Hospitals); the Nutritional Monitoring Programme; the programme "Growth and Development of Children and Adolescents"; the

Nutritional Care and Improvement Programme; Programa Unidad Amiga de la Mujer y la Familia (the "Friend of Women and the Family Unity Programme"); the programme "Primary Health Care at Centres for Children's Well-being and Development"; and the Student Health Comprehensive Care Programme.

- In order to improve the nutritional status of women and girls, the Ministry of Health (SSA) runs the National Maternal Breastfeeding Programme, which promotes the breastfeeding of all infants during their first year of life.

- The Education, Health and Food Programme (PROGRESA) provides beneficiary families living in extreme poverty with food supplements, financial and food support, and a basic package of health services.

- In the area of food aid, the DIF runs programmes comprising substantive activities aimed at counteracting the obstacles resulting from situations of poverty and social vulnerability. Major DIF programmes under this heading include the School Breakfast Programme; the Family Social Welfare Programme (PASAF); the Community Kitchen and Comprehensive Service Unit Programme (COPUSI); and the Community Milk Programme (LICONSA).

774. Sexual and reproductive health

- In 1997, the DIF gave its programmes a new focus, with a view to concentrating part of its actions on the prevention of early pregnancy and sexually transmitted diseases (STD), establishing the Programme for the Prevention and Comprehensive Care of Teenage Pregnancy (PPAIEA).

- In an effort to encourage adolescent men and women to express their sexuality in a positive and responsible manner, the Ministry of Health offers Specialized Services for Sexual and Reproductive Health, having begun, in 1998, to develop a horizontal structure among its medical centres and health facilities. These services are responsible for implementing the strategy on sexual and reproductive health.

- A number of public-health awareness campaigns have been launched, by various institutions, aimed at young people of both sexes and focusing on a range of topics, including reproductive health.

- Since 1995, there have been increased efforts to promote respect for the right of women and girls to enjoy physical and mental health.

- The Mexican Social Security Institute (IMSS) implemented the Coordinated Programme for the Care of Adolescents, which seeks to encourage adolescents to take more responsibility for their own health care and for the management of their own sexual and reproductive health, with a view to preventing sexually transmitted diseases (STD), HIV/AIDS, and unwanted pregnancies.

/...

- The Build Your Life without Addictions Programme is aimed at the adolescent population. It is implemented in schools and community centres, and involves young people of both sexes in the development of prevention networks, together with adults in their communities.

- The Government Employee Social Security and Services Institute (ISSSTE) runs the Adolescent Sexual and Reproductive Health programme, which provides adolescent men and women with information about relevant resources and about ways to avoid contracting STD (including HIV/AIDS).

- The National Population Council (CONAPO) has developed various actions addressing the sexual and reproductive health of adolescents. Those actions notably include the media campaign "Planning, It's a Question of Love," which has been running since 1996 and which provides essential support for health-sector actions.

775. Education and training

- Under its education component, PROGRESA seeks to provide educational support to help ensure that children and young people can finish their basic education. At present, PROGRESA services are being provided to around 3.3 million young girls and adolescents under 18 years of age.

- The DIF took special care in the selection and promotion of young girls. During the school year 1998-1999, 51 per cent of the 228 scholarships awarded went to girls.

- With regard to the education of boys and girls at pre-school level, there is a range of programmes designed to provide for minor children of working women and women with scarce resources. Examples of those programmes are the Centres for Children's Well-being and Development, provided for women who work for the State, and IMSS childcare services. There are also the DIF's Child Development Assistance Centres (CADI) and the Community Childcare Centres (CAIC).

776. Rights of the child

- The Government of Mexico has introduced a measure elevating the protection of the rights of the child to constitutional status. Following that reform measure, a special law for the Protection of the Rights of the Child and the Adolescent was adopted, based on the Convention on the Rights of the Child and the Beijing Platform for Action. The main focus of the law was to prevent discrimination against, and exclusion of children and adolescents, as well to combat and eradicate, from an early age, customs and prejudices tending to promote the supposed superiority of one gender over another.

/...

- In 1993, the National Human Rights Commission (CNDH) introduced its Programme on Matters Relating to Women, which was designed to oversee matters related to violations of the human rights of women, children and the family. After a year, the programme's name was changed to Programme on Matters Relating to Women, Children and the Family, providing orientation for those seeking solutions to problems that are not, essentially, the responsibility of the CNDH. Whenever this is the case, advisory services are provided through the Support Network for Women and Children whose Rights have been Violated, which comprises 162 organizations (96 non-governmental agencies and 22 local human rights commissions).

- With regard to the promotion and dissemination of children's human rights, the Programme on Matters Relating to Women, Children and the Family implements a variety of actions from the gender perspective, promoting equity and equality between girls and boys.

- With respect to vulnerable groups within the child population, such as those suffering from HIV/AIDS and those with disabilities, the CNDH has since 1996 implemented the Programme on HIV/AIDS Patients and Persons with Disabilities.

- The DIF has promoted and implemented various actions aimed at spreading awareness of children's human rights within its different programmes, notably the State Symposiums on Children's Rights.

- Within the framework of the General Programme for Care and Prevention of Domestic Violence of the Federal District, the DIF runs the Programme for the Care and Prevention of Domestic Violence. Of particular note within this programme is the Shelter for Women Living with Domestic Violence.

- In 1998, the Programme for Institutional Action for Children's Rights and Democratic Values 1998: Combating Violence and Abuse was implemented.

VII. Legislation on childhood

- Since 1999, in accordance with the legal provisions empowering the Legislative Assembly of the Federal District to legislate in criminal matters, local deputies have introduced emergency reforms to the Penal Code. Of particular significance among the reforms proposed are a new concept of what should constitute reparation for harm, and proposals to give more effective protection to children, and to combat administrative corruption and sex crimes.

/...

- Since 1998 the Ministry of Health has helped formulate draft legislation within the Chamber of Deputies to promote the rights of children in the area of health, with emphasis on sexual and reproductive health.

- In 1999, corresponding legislative amendments were approved, with a view to increasing the punishment imposed on individuals involved in the offence of corruption of minors and punishing those who have sexual relations with minors. The crimes of pornography and child prostitution were also criminalized.

778. Minors living in exceptionally difficult circumstances

- The number of municipalities providing services for minors either presently or formerly living on the streets rose from 80 in 1997 to 604 in 1998, representing an increase of 285 per cent.

- Since 1996, the National DIF has implemented a system of subsidies, aimed specifically at minors either presently or formerly living on the streets, with the aim of helping to discourage child labour and the exploitation of children. In addition to these actions, the National DIF runs a Recreational Camps programme, which offers minors either presently or formerly living on the streets and, in general, various groups of children living in adverse situations, opportunities for recreation, sport and culture with an educational/training focus, designed to contribute toward their overall development.

- The Ministry of Labour and Social Security (STPS), through its Department for the Federal Inspection of Labour and its various Federal Labour Offices, located in all states of the Republic of Mexico, has been responsible for monitoring working conditions among workers of minor age who work within the formal economy for companies that are under federal jurisdiction.

- Because of the complexity and size of the problem of migrant and repatriated minors, the Government of Mexico launched, in 1996, the Inter-institutional Project for Minors in Border Regions, in an effort to provide a comprehensive solution to the hazardous situations they face. One major achievement in this regard was the creation of a Shelter Network for such minors. At present there are 18 shelters in the network.

- In 1998, the DIF increased its infrastructures for the care of minors with disabilities. There were 56 Centres in 1998, compared with 55 in 1997, and 328 Basic Rehabilitation Facilities, compared with 239 in 1997. These infrastructures are distributed all around the country.

/...

- The *Social Rehabilitation and Integration Programme* is addressed at minors with disabilities, providing both internal and external care services.

- The actions undertaken by the National Indigenous Institute (INI) during 1998 on behalf of indigenous girls and boys included projects related to health, food, education and basic hygiene. Those projects notably included the following: the *Primary Health-care Project*; the *Shelter-Subsidies Programme*; the *Programme to Provide Direct Food Support to Indigenous Communities Living in Extreme Poverty*; the *Traditional Indigenous Medicine Programme* and the *Third-Level Programme*.

- In 1999, the Youth Integration Centres (CIJ) implemented long-term preventive programmes in certain school sectors and consolidated specific elements aimed at reducing risk factors and increasing protective factors regarding drug use.

- In order to provide children and young people with an alternative way to use their free time, and in an effort to steer them away from the dangers of crime and drug addiction, by enabling them to play sports, the Office of the Attorney General of the Republic (PGR) implemented a preventive programme entitled *Sport and Recreation Units* (UDR).

- The DIF also provides services for minors who are neglected, living as total or partial orphans, or victims of physical or mental abuse. The infrastructure for these services includes children's homes and children's hostels. The DIF is also permanently engaged in efforts to promote the adoption of such minors by families who meet minimum requirements to ensure successful integration with the male or female minor concerned.

- In an effort to prevent antisocial conduct in minors, the programme Orientation and Support Units (MOA) was set up in 1998, in certain secondary schools, in conjunction with the National Chamber of Commerce. There are presently 75 such units operating in various states around the country.

- During 1998, the activities of the Mexican Committee for Aid to Refugees (COMAR) of the Ministry of the Interior (SEGOB) provided substantial support to children of refugees who are born in Mexico, by enabling their families to regularize their situation in the country.

779. *Research projects and events*

- With regard to research projects aimed at achieving an understanding of the situation of women in the country, the following studies are of particular interest: *La Niña de Hoy es la Mujer del Mañana* ("Today's Girls are Tomorrow's Women"); *Estudio de Niñas, Niños y Adolescentes Trabajadoras en 100 Ciudades* ("A Study of Children and Adolescent Workers in 100 Cities"); and *Primera Encuesta sobre Derechos de la*

/...

Niñez y Trato a la Infancia ("The First Survey on Children's Rights and Treatment of Children").

- Among the main events carried out as part of analysis and debate concerning the situation of children in the country, the following are of particular interest: the international symposium Nuestras Niñas, Derechos a la Equidad desde la Infancia ("The Right to Equity for our Girls from Childhood Onward"); the forum Consulta sobre Infancia y Adolescencia ("Conference on Childhood and Adolescence"); the seminar on Explotación Sexual Comercial de los Niños, Experiencias Internacionales y un Plan de Acción para México ("Commercial Sexual Exploitation of Children: International Experiences and a Plan of Action for Mexico"); the international seminar on the theme Adolescentes en Conflicto con la Ley, Seguridad Ciudadana y Derechos Fundamentales ("Adolescents in Conflict with the Law, Citizens' Safety and Basic Rights"); Tercer Taller de Procuradores de la Defensa del Menor, la Mujer y la Familia ("Third Prosecutors' Workshop on Defence of Minors, Women and the Family"); and the Segundo Congreso Nacional sobre Maltrato Infantil ("Second National Congress on Child Abuse").

780. Challenges and prospects

- In the case of most programmes concerning this population group, there are not enough actions that differentiate between boys and girls. Programmes have been developed with equal coverage for girls and boys and, in some cases, have been developed in an effort to make up for the inequality between the genders. However, it must be emphasized that the girl child is not a priority for services offered under these programmes, and that much remains to be done in order to ensure adequate incorporation of the gender perspective in these programmes.

- There is a need to establish priorities for care, based on pre-existing diagnoses, and to establish and strengthen cooperation between governmental and social agencies, recognizing the strengths and weaknesses of each of them.

- The services provided under the actions implemented are focused on a limited number of themes, such as health and nutrition, sexual and reproductive health and children living on the streets. Special emphasis has been given to sexual and reproductive health, since a large number of social organizations that work with women are already engaged in this area. However, it is important to question whether these actions respond to the local needs of children and adolescents.

- Under the heading of legislation, the most important amendments have been concerned with domestic violence and sex crimes. Although not all states have up-to-date laws in these areas, the relevant foundations have been laid, and in some cases, legislation is in the process of revision. With regard to labour, few initiatives or amendments have been introduced.

/...

781. In view of the aforementioned constraints, the following measures are proposed:

- With regard to minors living in exceptionally difficult circumstances, it is proposed to prohibit the prostitution of minors, through strict regulation; to prohibit labour in unhealthy conditions, which also impedes or delays normal physical development; to increase research into migration networks involving adolescent women; to formulate a policy on child labour, aimed at providing justice and labour laws, and to recommend preventive measures for the protection and care of children under six years old who accompany their families during the implementation of economic activities; to strengthen actions designed to ensure the safe repatriation of children and pregnant women, in order to reduce their risk; and to encourage children with disabilities to be active participants in their own development, as well as to encourage the participation of their families.

- To seek ways to help guarantee that children stay on to complete their schooling, within all grades and sectors of the educational system, with a view to encouraging their future participation in society, raising their expectations and improving their abilities and skills, and strengthening their independence and self-esteem. It is also important that the various organizations involved find ways to provide specific training for girls.

- As far as citizens' rights and participation are concerned, permanent efforts must be made to spread awareness of, and to promote children's rights, so that society and the aforementioned authorities can provide services targeted specifically at their needs.

- With a view to avoiding generalizations about the situation of children in the country, it is essential that research be conducted with a view to identifying the specific needs of young girls in each region.

- Efforts must be made to strengthen the DIF system as the authority responsible for implementing specific programmes and actions relating to girls, through actions such as the unification of the information system at the national level, the professionalization of its human resources, and the strengthening of its budget.

- It is proposed that mechanisms be established for coordination between governmental and non-governmental organizations, with the aim of improving the effectiveness of actions implemented in compliance with the Beijing Platform for Action.

- With regard to sexual and reproductive health, it is necessary to redouble efforts to ensure that this heading includes emotional and intellectual aspects of the problem, as well as physiological aspects. Efforts must therefore be made to discuss with young people the concept of the family and its implications, to include the themes of education for life, skill-learning, self-esteem, and so forth. In all

/...

cases, it is important to emphasize the freedom of the individual to plan his or her family, and the individual's right to have his or her sexual and reproductive rights respected.

Women and the Environment

Position of the Mexican Government

782. In December 1994, the Federal Government made a clear social commitment to transform the country's modes of development, incorporating the perspectives of conservation, restoration and rational management of natural resources and the environment in public policies regulating and promoting their use.

783. At that time, the Ministry of the Environment, Natural Resources and Fisheries (SEMARNAP) was created. Among the Ministry's responsibilities is the formulation and implementation of policies and programmes regarding environmental-management planning, forestry and soil resources, and fisheries resources.

784. Furthermore, through its dependent decentralized agencies, SEMARNAP is responsible for formulating policies regarding water, Protected Natural Areas, conservation and exploitation of wildlife; issuing pertinent official regulations; analysing the environmental impact of investment projects; managing and using dangerous waste; as well as inspecting and monitoring implementation of laws and sanctioning violations.

785. Because the direction of environmental policy assumes that there must be no contradiction between the objectives of economic development and social well-being, and environmental objectives, programmes and policies have maintained a clear vision of the social groups at which they are targeted.

786. With respect to the foregoing paragraphs, the participation of women, as beneficiaries of governmental programmes and policies, in environmental management, as well as in the design and implementation of those programmes and policies, is an essential aspect of these new approaches in the areas of the environment and natural resources. SEMARNAP thus regards equal rights, opportunities and obligations for men and women not only as beyond question in themselves, but also as basic strategic elements of the country's environmental policy.

Actions and achievements

787. Process of institutionalizing the gender-equity perspective

- In 1997, SEMARNAP began the process of raising people's awareness of, and disseminating the principle of gender equity. From that time forward, the Planning Department was charged with responsibility for all matters related to the incorporation of the gender-equity focus in environmental policies and for the implementation of actions proposed by CONMUJER.

- In 1998, the First Working Meeting on Gender and the Environment was held. The second meeting was held in 1999, with the theme of "Gender Perspective in Environmental Policy."

- In 1999, an Office Administrative Board was established, with responsibility for the theme of Gender and the Environment. Attached to the Planning Department, the Board is charged with promoting the relevant actions.

- In early 2000, the Training Programme for Incorporation of the Gender-Equity Focus in Environmental Policies was drawn up and adopted, with a view to consolidating the initiatives, actions and efforts undertaken by the various SEMARNAP Offices.

788. Women within SEMARNAP programmes

- Within the framework of the National Forestry Programme (PRONARE), women work in community nurseries. For 1998 and 1999, the Programme aimed to produce 285 million tonnes of plants each year, with a total of 3,948,193 paid days. Of that total number of days, 2,124,128, or 53.8 per cent, were worked by men, while 1,824,065, or 46.1 per cent, were worked by women. This represented annual earnings of 47,425,000 pesos. It should be noted that women's participation was focused mainly on production and planting activities.

- Commercial forest plantations offer rural women a medium-term productive opportunity to earn income and improve their standard of living, by taking over land that is either unused or exhausted by intensive agriculture, which can produce raw materials yielding timber or cellulose. In 1997, women participated in 11 out of a total 12 projects receiving subsidies under the Programme for the Development of Commercial Forest Plantations (PRODEPLAN).

- In 1997, the Programme for the Conservation and Sustainable Management of Mexico's Forestry Resources (PROCYMAF) was launched. Among the activities promoted under this programme is a strategy to generate women's interest in taking part in certain training activities and in exploiting certain non-timber forestry products. As part of this strategy, women were invited to attend a number of training courses during 1998, focusing on the cultivation and sale of mushrooms, rural aquaculture, and how to organize a rural enterprise.

- SEMARNAP's Department of Soil Conservation and Restoration works on conservation projects, to which women make a significant contribution. Those projects include replanting, agroforestry, and organic agriculture.

- The federal offices of SEMARNAP are promoting projects together with women, and offer communities technical assistance, training, follow-up and management support in obtaining resources in other departments.

/...

- During 1998-1998, the number of women receiving certificates for the use, enjoyment and exploitation of beaches, coastal areas and livestock lands located close to the sea is reflected in the applications data. The total number of applications approved was 689. There were 231 requests from companies (33 per cent), 281 requests from men (40.2 per cent), and 186 requests from women (26.6 per cent). With regard to concessions, the total number of applications approved was 244. In terms of type of applicant, the total broke down as follows: 67 were awarded to companies (27 per cent); 123 to men (50.4 per cent), and 54 to women (22.6 per cent). However, it is not yet possible to say exactly how many women are working, or have been awarded certificates, in federal coastal areas.

- Although women do participate in fishing cooperatives, the relevant data are not yet available on a sex-disaggregated basis. There are also women on the Administrative or Supervisory Boards of Fish Production Cooperatives, occupying 4.7 per cent of positions, primarily in river fishing and fish farming.

- In the realm of aquaculture, the Ministry of Social Development (SEDESOL), through the National Fund for the Support of Social Enterprises (FONAES), maintains a register of 76 companies, made up of mixed groups. For the period 1992-1999, the participation of women in these firms was 62.2 per cent. Women already participate in the planning of aquaculture farms, although they are involved mostly in the operation and maintenance of cultivated species.

- SEMARNAP has implemented the Sustainable Regional Development Programme (PRODERS). Under this programme, local groups have since 1997 been working with women on Ministry projects.

- In 1995, in an effort to modernize potable-water and sanitation services in rural areas, the National Water Commission allocated resources for the construction and rehabilitation of local systems. A total of 5,181 communities benefited from this scheme during the period 1995-1999.

- The aim of the Dendroenergy Programme is to install stoves in rural areas, with a view to preserving wood and combating deforestation. This programme benefits women directly because it is healthier. It prevents exposure to the smoke from the burning of the wood within the home and is also less debilitating physically, as it saves women from having to fetch wood. It also represents an economic saving, as there is no need to purchase the wood.

- The objectives of the programme entitled Units for the Conservation, Management and Sustainable Exploitation of Wildlife (UMA) are to maintain the continuity of natural processes within all ecosystems, to promote the conservation of wildlife habitats, to reduce the possibility that species will become extinct, to encourage the recovery of endangered species, and to exploit opportunities for diversification in the rural sector. At present there are 151 women registered as UMA owners, in eight states of the Republic. The main activities carried out are hunting, ecotourism, commercial exploitation, conservation and management.

789. Actions of an institutional nature

- In 1999, the Coordinating Office of the National Commission for Women (CONMUJER) and SEMARNAP agreed on a joint project to include the theme of "Women and the environment" within the National Programme for Women.

- In 1998, at the request of CONMUJER, a database of SEMARNAP middle and senior-level managers was created, with the data disaggregated by gender. Also introduced was a range of indicators such as age and education levels and years of public-sector service. CONMUJER used this data to produce a pamphlet and compact disc entitled "Women in Decision-making: Their Participation in the Civil Service."

- In 1999, under the planning process underlying preparation of the Federation Expenditure Budget 2000, the database included information about the percentages of women and men who were direct beneficiaries of SEMARNAP programmes and projects.

- In 1998, SEMARNAP joined the so-called Proceso Mesoamericano ("Central American Process"), in an effort to develop mechanisms for incorporating the gender focus in environmental policy.

Challenges and prospects

790. Adopting an environmental policy with a gender-equity focus requires improving the social dimensions of sustainable development, with a view to involving women and men on an equitable basis in the access, use, control and enjoyment of natural resources. Promotion of this policy requires the broad participation and commitment of the administrative units and decentralized agencies of SEMARNAP, all other public institutions, and civil society, in order to ensure that their actions recognize, value and promote the role played by women in sustainable development.

791. Despite the advances achieved, there remains considerable cultural resistance to achieving equality in all areas of human relations, especially between men and women.

792. At the institutional level, the following obstacles have been observed within SEMARNAP:

- The concept of gender equity is still little recognized by Ministry staff. Although some advances have been made in certain programmes, a broad transformation will be achieved only in the medium term.

- There is a lack of data that are disaggregated by gender and take into account generic differences in the various sectors (environment, forestry, fisheries and water).

- The adoption of the gender-equity perspective on a crosscutting basis requires trained personnel, who are able to promote its dissemination and provide technical support to the Ministry offices responsible.

- The budget-allocation system does not explicitly include gender-disaggregated items. However, the Federation Expenditure Budget 2000 does set out resources broken down by gender for certain SEMARNAP programmes.

793. Other obstacles noted regarding environmental policy:

- In some sectors of society there is a tendency to dismiss the notion of the equity-gender perspective as empty rhetoric, rather than as an indispensable part of the process of sustainable development. This makes it difficult to define overall strategies.

- Because the process of assigning legal ownership or tenancy of land is generally dominated by men (fathers or husbands), institutions tend to focus their attention on them.

- Among the target population, resistance to change, high levels of illiteracy, and the limited training of women make it hard to achieve significant progress.

794. The main short-term and medium-term challenges are the following:

- To develop a policy for sustainable development that specifically includes the gender-equality perspective.

- To train more men and women decision-makers and programme managers at the national level, and men and women users of services and resources, in the gender perspective.

- To develop a database for relevant sectors, identifying the beneficiary population, broken down by gender. Also, to conduct systematic research designed to determine the degree of women's participation in production lines and their relationship with natural resources.

- The legal and judicial framework is the foundation for the incorporation of the gender-equity perspective. The first step will be to amend programme regulations and the Internal Regulations of SEMARNAP, before proceeding to modify sectoral laws.

- To create, among the beneficiary population, opportunities for taking decisions that ensure programmes incorporate the gender-equity focus.

- With respect to indigenous women living in rural areas, efforts must be made to promote actions designed to provide training, up-to-date instruction and information concerning the use, management and conservation of natural resources. Similarly, resources must be provided for community reforestation projects.

- To strengthen cooperation with other institutions and increase dialogue with civil society.

Participation of the non-governmental sector

Position of the Mexican Government

795. In Mexico it is understood that the successful attainment of the objectives and goals of the various programmes implemented within society and among the population depends upon a joint effort by Government, which represents the community's interests and is intimately connected with the basic needs of the people, and an organized, demanding and proactive civil society.

796. The Platform for Action adopted at the Fourth World Conference on Women called upon Governments to work closely together with non-governmental organizations, and for those organizations to be included in the processes of designing, implementing and evaluating public policies and programmes aimed at improving the status of women.

797. In this respect, the participation of non-governmental organizations has been a key factor in the advances achieved on behalf of women in Mexico. Non-governmental organizations have played a major role in the drafting of policies and programmes aimed at improving women's social condition, in the creation of services that meet their specific needs, and in the drafting and promotion of amendments to laws related to women's rights. These organizations also play an increasingly important role in the monitoring, follow-up and evaluation of the application of policies and programmes implemented by the Mexican Government. At present, both governmental institutions and non-governmental organizations are more disposed to engage in dialogue and to work together in a more productive manner.

798. Actions and achievements

There follows, by way of example, a brief description of some successful experiences with dialogue and collaboration between non-governmental organizations and governmental institutions, aimed at improving the status of women in Mexico.

- Through the Social Investment Fund, which is operated by SEDESOL, support is provided to organizations of civil society, in the form of backing for projects aimed at population groups living in conditions of poverty. The Fund has tried to meet some of women's basic needs, by supporting organizations such as Madres Educadoras y Mujeres por el Bienestar Infantil ("Mother Educators and Women for Children's Well-being"), Fundación a Favor de la Mujer del D.F. ("Federal District Foundation for Women") and Mujeres en Lucha por la Democracia ("Women Fighting for Democracy").

- The Ministry of Public Education (SEP) and the Women's Popular Education Group (GEM) run a joint project entitled Otra forma de ser maestras, madres y padres ("Another way to be teachers, mothers and fathers"). The goal of the project is to promote new forms of services and care on behalf of children, as a responsibility shared among the various actors who participate in the educational process with a view to creating an education system that is non-discriminatory and promotes attitudes of tolerance and respect among men and women.

- The project entitled Community and Social Services Committee of the Work-Competence Regulation and Certification Board (CONOCER), which is run by the Ministry of Labour and Social Security (STPS), involves broad participation by non-governmental organizations (Atabal, National Association of Non-salaried Domestic Workers, Bolsa de Trabajo de la Esperanza ("Esperanza Employment Exchange") and MUTUAC), governmental departments at federal and state levels (CONMUJER, SEP, INEGI, IMSS), and universities (National Independent University of Mexico, Metropolitan Independent University at Xochimilco, University of Guadalajara, and College of Mexico), among other institutions. The project is part of the Technical Education and Training Modernization Programme (PMETYC), which is the result of a collaboration between the SEP and the STPS, designed as a way to address the most urgent needs in this area. It seeks to provide a framework for the regulation and certification of people who have not been able to gain access to education, but who perform productive activities that are of significant use to society.

- Civil society has participated fully in the formulation and follow-up of national policies and programmes run by the Ministry of Health. Non-governmental organizations have participated mainly in the following areas: maternal and infant health, family planning, prevention and care service for women with abortion complications, STD, HIV/AIDS, programmes for adolescents, sex education, information and advice on reproductive health and, recently, the prevention and control of cancer of the cervix and uterus and breast cancer.

- The Ministry of Health's Department of Reproductive Health, the Committee for the Promotion of Risk-free Pregnancy, and other non-governmental organizations conducted a joint operational research project with the aim of helping to reduce maternal morbidity and mortality, through the timely detection of complications during pregnancy. The project involved setting up health facilities in urban and rural areas.

- In 1998, the Official Mexican Regulation on the Prevention and Control of Tumours of the Cervix and Uterus was published in the Diario Oficial of the Federation. In response to a call from the Department of Reproductive Health, various non-governmental organizations participated in the drafting and revision of this regulation.

- The National Programme to Combat Domestic Violence 1999-2000 (PRONAVI) is an inter-institutional project involving the following organizations: AMDH; Addicts Anonymous in Destructive Relationships; COVAC; ADIVAC; Izpapalotel Shelter for Single Pregnant Women; CIES, Men's Collective for Equal Relations (CORIAC); National Human Rights

/...

Commission (CNDH); Committee for the Promotion of Risk-free Pregnancy in Mexico; National Commission for Women (CONMUJER); National Population Council (CONAPO); Defensoras Populares ("People's Champions"); COLMEX; FEMU; Mexican Family Planning Foundation (MEXFAM); Grupo Plural PROVICTIMAS; Chamber of Deputies; National Institute of Statistics, Geography and Informatics (INEGI); National Institute for Seniors (INSEN); National Indigenous Institute (INI); Milenio Feminista ("Feminist Millennium"); Mujeres en Lucha por la Democracia ("Women Fighting for Democracy"); UN/Interagency Gender Group; PAHO; Population Council/Regional Office for Latin America and the Caribbean; Attorney General of the Republic (PGR); Federal District Department of Public Prosecution (PGJDF); Programme of Action for Street Children; Renovación ("Renovation"); Unión de Fuerzas-Unión de Esfuerzos ("Union of Strengths-Union of Efforts"); Ministry of Social Development (SEDESOL); Ministry of Public Education (SEP); SEGOG; Ministry of Foreign Affairs (SRE); Ministry of Health (SSA); Senate of the Republic; National Scheme for Comprehensive Family Development (DIF); Mexican Criminology Society; and the Independent National University of Mexico (UNAM).

- The Department for the Coordination of International Matters relating to Women, which is attached to the Ministry of Foreign Affairs, maintains close ties with non-governmental organizations regarding the exchange of information and decision-making, particularly concerning violence against women.

- The Federal District Department of Public Prosecution (PGJDF) has established a close link with non-governmental organizations regarding implementation and follow-up of programmes on "defence culture and victim support." It has also signed training agreements with non-governmental organizations involved with the theme of violence, such as ADIVAC, CORIAC and COVAC, among others.

- The IMSS is involved in consultation initiatives with factories and with various non-governmental organizations. Of particular note in the national context is the collaboration between the Mexican Factories Association (AMAC) and the National Unifying Movement of Retirees and Pensioners (MUNJP), which aims to provide a comprehensive range of services for men and women working in this sector.

- The participation of non-governmental organizations has been a key factor in the promotion of equity and the gender perspective. Their participation has helped the formulation, follow-up and monitoring of governmental policies and programmes designed to improve the status and well-being of women. Collaboration with the National Commission for Women (CONMUJER) was established through representatives of non-governmental organizations that make up part of the Consultative Board and the Social Monitoring Board of CONMUJER, as well as through direct contact with CONMUJER.

- The National Human Rights Commission (CNDH) has implemented a number of actions aimed at promoting and protecting women's rights, in conjunction with non-governmental organizations. The following actions are among those of particular note: Red por un Milenio Feminista ("Feminist Millennium Network"), which encompasses around 100 organizations; the setting up of the National Women's Assembly; Caravana de 1,000 Mujeres por la Paz en Chiapas ("Caravan of 1,000 Women for Peace in Chiapas"), set up in support of indigenous women; Alianza a favor de la Mujer del Distrito Federal (Federal District Women's Alliance"); the promotion of legal reforms through the Women's Parliament (which comprises women legislators from around the Republic and non-governmental organizations).

- As already mentioned, in response to the invitation of the Group for Women's Popular Education (GEM), Solidaridad Internacional, VISTA, the Government of the Federal District, the Spanish Ministry of Labour and Social Affairs, and the Coordinating Office of CONMUJER jointly designed and disseminated the campaign Atentamente, las Mujeres ("Showing respect for women"). The objective was to raise people's awareness of the discriminatory and sexist treatment of women, which is based on ideas and attitudes about what a woman should or should not be.

- Organizations of civil society have worked together actively to encourage efforts to incorporate gender equity within the Ministry of the Environment Natural Resources and Fisheries (SEMARNAP), especially in matters related to dissemination, advice and training.

- Since 1995, there has been a gradual process of raising people's awareness about the needs and vulnerable situation of young girls and adolescents, focusing on the efforts of non-governmental organizations and public institutions to raise the awareness of certain population groups and groups of professionals concerning the gender perspective, so that they will analyse and consider the subject and incorporate it in various training activities.

799. Challenges and prospects

- With respect to the main obstacles perceived by non-governmental organizations, in terms of implementing joint programmes with the government sector, mention is often made of the availability and administration of resources. In themselves, the political will of government institutions and/or civil servants and the social commitment of non-governmental organizations cannot guarantee success if the financial resources are not available to drive the collaboration in question.

- Another obstacle to joint action by non-governmental organizations and the government sector is a lack of awareness concerning the priorities defined by national programmes that implement the content and spirit of the Platform for Action adopted at the Fourth World Conference on Women. This not only hampers joint projects, it also has a negative impact on people's sensitivities and on their readiness to embark on joint projects on behalf of women.

- Factors mentioned by representatives of non-governmental organizations as tending to favour joint initiatives include the following: openness, positive work attitude, collaboration and mutual respect between non-governmental organizations and government agencies, respect for the autonomy of non-governmental organizations, awareness of the National Programme for Women, and the readiness and willingness of both parties to embark on joint actions.

- It should also be stressed that many of the challenges facing Mexican non-governmental organizations are shared by non-governmental organizations of other countries. Those challenges including maintaining independence, achieving financial sustainability, reproducing local experiences on a large scale, and improving the living standards of the groups they serve, without depending financially on the government.

- In Mexico, it is recognized that, despite the advances achieved, there is a lack of joint initiatives between non-governmental organizations and government agencies. We must therefore try to expand upon the existing initiatives and devise more effective mechanisms which favour and encourage constructive and permanent dialogue - a dialogue conducted according to the responsibilities of each participant, and based on their respective capacities.

Recommendations of agencies of government and civil society concerning actions implemented under CEDAW

Sub-department of Victims of Crime and Community Services of the Federal District Department of Public Prosecution

800. The Sub-department of Victims of Crime and Community Services of the Federal District Department of Public Prosecution (PGJDF) recommends that, with respect to private agencies that participate in policies, strategies and programmes providing support for women, it would be advisable, once they have been duly assessed, for the Federal Government and various federal entities to give them financial support (this having been agreed in advance, in the form of collaboration agreements), so that they can, within their respective areas of expertise, perform their work more efficiently and more effectively.

801. The Sub-department also recommends that criminal laws governing domestic violence be evaluated, not just in technical and judicial terms, since the relevant corpus delicti is hard to integrate, but also in terms of their effectiveness, since the victims of such violence do not generally file criminal complaints, preferring to find other solutions. Because the penal reforms introduced have not resolved the problem of domestic violence, but rather increased it, in practice, the Sub-department considers that such laws should not be established unless conflicts in the matter of abuse are resolved in the light of the substantive and dependent Civil Code, as well as through the

application, in all federal entities, of a Law on Assistance and Prevention in Domestic Violence, whose coercive mechanisms are much more effective, have a greater impact on the dismantling of this phenomenon, and provide a more effective response to international trends in domestic violence, since they avoid splitting up families in conflict.

802. The Sub-department of Victims of Crime and Community Services of the Federal District Department of Public Prosecution (PGJDF) recommends the creation of criminal courts that are specialized in domestic violence, and similar to those that already exist in the civil arena, with jurisdiction in family matters. Such courts might be established throughout the country, and governed by a single set of criteria.

Mexican Human Rights Academy

803. The document presented by the Coordinating Office of the National Commission for Women reflects the positive actions undertaken by the Mexican State to place women's rights on the national agenda and to implement reforms affecting the legal, social, political and economic status of women. This process reflects the strength of the organizations that fight for human rights and for women's rights.

804. However, despite the fact that Article 113 of the Constitution stipulates that: "The Constitution, the laws, the laws of the Congress of the Union that emanate from it, and all the Treaties that are in accordance with it, ratified and signed by the President of the Republic, with the approval of the Senate, shall be the supreme law throughout the nation. The judges in each state shall abide by the said Constitution, laws and treaties, regardless of any contrary provisions that may be set out in the constitutions of the states," we have not been able to consolidate a process under which the voice of civil society is manifested through the organizations.

805. Although we can understand this lack of participation, we cannot excuse it. Most of the Mexican population (civil, ethnic and rural) have not been made aware of the various national and international instruments regarding human rights and women's rights, much less informed about them. Furthermore, we would also note the lack of awareness-raising activities, and the negligence and indifference displayed by the responsible authorities with respect to the imparting of justice in matters relating to the demands made by women.

806. In the light of the preceding comments, we would recommend the following:

- Information should be disseminated, in the mass media, concerning national and international instruments related to human rights and women's rights;

- National legislation concerning women should be made consistent;

- All civil servants and all levels of government should be made aware of the importance of disseminating, promoting and applying international instruments ratified by Mexico regarding women's rights;
- Those authorities not respecting the application of international instruments regarding women's rights should be punished.

807. The Committee on CEDAW recommends that the Government evaluate the advisability of reviewing legislation criminalizing abortion, and suggests that consideration be given to the authorization of the use of the RU486 contraceptive, as soon as it becomes available. In this regard, we would note that Article 16, Paragraph (e) of the Convention on the Elimination of All Forms of Discrimination against Women states that women are free to decide freely and responsibly on the number of their children, and that this article therefore supports women's basic right to make decisions about their own bodies.

- Health centres should be set up throughout the Republic, to provide advice and health care in the matter of sexual relations to anybody requesting such services;
- Rape should be regarded, nationwide, as a crime against humanity;
- Offences against, and violations of the specific commitments deriving from the Convention should be classified in law;
- Support should be given to the creation of national standards regarding Mexico's implementation of the Convention, in accordance with criteria set down by the Committee on CEDAW, so that such standards may be compared with those of other countries.

Labour policy

808. Our country has been called before the World Trade Organization (WTO) for taking part in social dumping. This is due to the fact that Mexico has not been able to negotiate the restructuring of its external debt, taking the following into consideration:

- Mexico's natural resources would help the Mexican Government to negotiate, with international financial groups and supranational companies, investment policies based on consistent funding, which represent the key to the recovery of the national productive system. This would have the effect of generating sustainable economic development, which would include the female workforce. Furthermore, labour policies should stipulate the obligation of national and transnational companies to implement and respect women's right to equitable distribution of the resources produced - that is, to wages and benefits equal to those earned by men, as well as to administrative positions.

/...

Environmental policy

809. In accordance with the provisions of Article 25 of the Constitution, all national and supranational firms should be required, under environmental codes of conduct, to refrain from using technology dangerous to the life and health of women, to provide education and training in the appropriate management of natural resources and environmental conservation, to take into account women's contributions and needs, and to use the appropriate filtering mechanisms for their productive activities.

ANNEX

MIGRATION OF MEXICAN WOMEN TO THE UNITED STATES, 1998-2000

Migration of Mexican women to the United States, 1998-2000

National Population Council
August 2000

810. Migration from Mexico to the United States is a phenomenon deeply rooted in history, but it has changed significantly in dimension and nature over recent decades. The migration of Mexican women, in particular, is evolving from a traditional model (according to which women migrate mainly because their father and brothers or husband do so - that is, they migrate in order to reunite their families in the United States), toward a different model, in which young, single women are playing an increasingly active role. These young women generally have a level of education higher than that achieved by men, and migrate in order to find work.

Temporary women workers in the United States

811. Although migration of temporary labourers to the United States has been largely a male phenomenon, women are also involved to a significant degree. In 1997, there were 304,000 women who had, at some point in their lives, gone to the United States to work. That figure represented 13.8 per cent of all Mexican citizens who had previously had experience as migrant workers in that country. On average, women had been there to work 1.8 times (compared with an average of 2.6 for men), and were, on average, 28 years old when they migrated to the United States for the last time (compared with an average of 30 years old for men).

812. In recent years, the number of women who travel to the United States to work for a certain period, and then return to Mexico, has reached an annual average of 21,000. This represents 6.4 per cent of the total migratory flow recorded by the Survey on Migration across Mexico's Northern Border (EMIF)[5] for the period 1998-2000. Table 1 shows that this percentage is higher than the 3.5 per cent figure for the period 1993-1997 and that, whereas the flow of women migrants has maintained a certain stability over recent years,[6] the flow of male migrants has fallen.

813. Table 2 shows the sociodemographic profile of women migrants returning to the United States after working there temporarily. It is worth noting that the average age of the women is 31, and that they have successfully completed seven school grades, on average. In contrast, the average age of the men is higher, and they have an average of two years' less schooling than the women. It should

---

[5] The EMIF is a survey conducted among people born and resident in Mexico, aged 12 or over. Questionnaires are handed out at truck stops, train stations, airports, inspection posts, and points at which the border patrols of the Immigration and Naturalization Service hand migrants over to the Mexican authorities.

[6] The jump in temporary migration by women occurred between 1993 and 1995. From March 1993 to March 1994, 9,374 women migrants were recorded by the EMIF, while in 1995, the total number of women recorded was 18,895.

/...

also be noted that according to the age breakdown among migrants, the largest proportion of women are aged between 12 and 24 (41 per cent), and that among men, the largest age group is the 35 or over age group. Also, 57 per cent of women migrants had attended at least one year of secondary school. Also worthy of note is the fact that 56 per cent of women migrants were not married, while 60 per cent said they were not head of household. This contrasts with figures of 31 per cent and 26 per cent, respectively, for men.

Table 1

Annual average and percentage of temporary workers returning from the United States, by period

Period	Total	Men	Women
Absolute figure			
1993-1997[1]	464,432	448,214	16,217
1998-2000[2]	331,334	310,226	21,108
Percentage			
1993-1997[1]	100.0	96.5	3.5
1998-2000[2]	100.0	93.6	6.4

Source: CONAPO estimates.

[1] Includes Phase I, which was conducted between 28 March 1993 and 27 March 1994; Phase II, conducted between 14 December 1994 and 13 December 1995; and phase III, conducted between 11 July 1996 and 10 July 1997.

[2] Includes Phase IV, conducted between 11 July 1998 and 10 July 1999; and Phase V, conducted between 11 July 1999 and 10 April 2000.

814. Women who live in the country's northern and traditional migrant regions account for the highest proportion of the migratory flow to the United States (49 and 38 per cent respectively), followed at quite some distance by those from the central-south region (13 per cent). It should also be noted that a great majority of migrant women (72 per cent) come from urban centres. Also significant is the fact that three-quarters of migrant women have no previous experience of migration, while 45 per cent did not have documents authorizing them to enter the country, and 79 per cent did not have documents authorizing them to work there.

815. With regard to the length of stay in the United States, it is interesting to note that women stay longer there than men do. It is striking that 73 per cent of women migrants went to live in the states of California and

Texas, 12 per cent to the other border states, and 15 per cent to the country's interior states. Certainly the most significant point is that, like men, women are tending to diversify in terms of their places of destination. However, despite this tendency to spread out into the interior of the country, women are still supported by social networks, which have been constructed by generations of migrants over time. Ninety-five per cent of women receive help from relatives or friends (compared with 79 per cent of men).

Table 2

Percentage distribution of temporary migrants returning from the United States, according to various characteristics, by gender, 1998-2001[1]

Characteristic	Total	Men	Women
Total	100.0	93.6	6.4
Average age (years)	32.8	33.0	30.8
Age group	100.0	100.0	100.0
12 to 24	23.6	22.4	40.5
25 to 34	36.7	37.1	30.5
35 or over	39.7	40.5	29.0
Education	100.0	100.0	100.0
Primary incomplete	26.9	27.3	21.5
Primary complete	27.3	27.7	21.5
Secondary or higher	45.8	45.0	57.0
Average education (grades passed)	6.7	6.6	7.4
Marital status	100.0	100.0	100.0
Married	67.5	69.1	44.0
Single	32.5	30.9	56.0
Household status	100.0	100.0	100.0
Head of household	71.5	73.7	39.7
Not head of household	28.5	26.3	60.3
Indigenous language speaker[2]	100.0	100.0	100.0
Speaker	5.8	5.8	5.2
Not speaker	94.2	94.2	94.8
Home region[3]	100.0	100.0	100.0
Traditional	51.5	52.5	37.6
North	22.7	20.9	49.3
Central and south-south-east	25.8	26.6	13.1
Nature of home community[4]	100.0	100.0	100.0
Urban	62.8	62.1	72.2
Non-urban	37.2	37.9	27.8
Previous experience as migrant[5]	100.0	100.0	100.0
Experience	47.7	49.1	27.4
No experience	52.3	50.9	72.6
Authorization to enter US[6]	100.0	100.0	100.0
Authorized	43.6	42.8	55.0
Not authorized	56.4	57.2	45.0
Authorization to work in US[7]	100.0	100.0	100.0
Authorized	33.9	34.8	20.6
Not authorized	66.1	65.2	79.4
Average stay in US (months)	6.2	6.1	7.7
Most popular US state	100.0	100.0	100.0
California	35.5	35.8	31.6
Texas	34.7	34.3	41.6
Other southern border state	10.5	10.4	11.7
Other	19.2	19.5	15.2
Help from US-based network	100.0	100.0	100.0
Received help	80.5	79.4	95.2
Received no help	19.5	20.6	4.8
Employment status in US	100.0	100.0	100.0
Employed	86.0	85.4	94.7
Unemployed	14.0	14.6	5.3
Sector of activity in US	100.0	100.0	100.0
Primary and secondary	64.8	65.0	60.9
Tertiary	35.2	35.0	39.1
Whether funds sent home	100.0	100.0	100.0
Funds sent home	58.7	59.9	42.5
Funds not sent home	41.3	40.1	57.5
Average wage for last month worked in US (in $US)	1 075	1 078	1 024

(Footnotes on following page)

(Source and footnotes to table 2)

Source: CONAPO estimates, based on STyPS, CONAPO, National Migration Institute (INM) and College of the Northern Frontier (COLEF), Survey on Migration across Mexico's Northern Border (EMIF), 1998-1999 and 1999-2000.

[1] Includes Phase IV, which was conducted between 11 July 1998 and 10 July 1999; and Phase V, conducted between 11 July 1999 and 10 April 2000.

[2] This characteristic included from fourth survey onward.

[3] The traditional region includes: Aguascalientes, Colima, Durango, Guanajuato, Jalisco, Michoacán, Nayarit, San Luis Potosí, and Zacatecas; the northern region includes: Baja California, Baja California Sur, Coahuila, Chihuahua, Nuevo León, Sinaloa, Sonora, and Tamaulipas; the central region includes: Federal District, Hidalgo, Mexico, Morelos, Puebla, Querétaro, and Tlaxcala; and the south-south-east includes: Campeche, Chiapas, Guerrero, Oaxaca, Quintana Roo, Tabasco, Veracruz, and Yucatán.

[4] Urban communities are those with 15,000 inhabitants or more, according to the 1990 census.

[5] Migrants having previous experience with migration are those for whom this journey to the United States was at least the second such journey. Those without experience are those returning from their first trip to the United States to work or to look for work.

[6] Refers to whether or not those surveyed possessed documents authorizing them to enter the United States.

[7] Refers to whether or not those surveyed possessed documents authorizing them to work in the United States.

816. With regard to the integration of Mexican women in the United States labour force, it should be noted that 95 per cent succeeded in finding employment, with 61 per cent working in agriculture and industry, and 39 per cent working in the service sector. On average, women temporary workers earn 1,000 dollars per month, and two in five send money to their relatives in Mexico.

Women turned back by the border patrol

817. Among the various issues associated with unauthorized migration to the United States, the turning back of Mexican citizens is among the most delicate aspects of our relations with our neighbour country. The practice of turning people back is a complex, changing phenomenon, and the involvement of women represents one of its most sensitive and worrying aspects. The EMIF is the only source of information, at a national level, that makes it possible for us to see how this phenomenon develops over time, and to analyse the sociodemographic and economic profile of those Mexican citizens who are turned back, the routes that they take, and some of the hazards involved. There follows a brief discussion of some of the most significant characteristics of women who have been turned back by the border patrol during the period 1998-2000.

818. As Table 3 shows, the number of women being turned back is increasing at a moderate rate. Between 1993 and 1997, an average of 99,000 women were turned back each year. Between 1998 and 2000, this annual average rose to 112,000. It should also be noted that 87 per cent of women who were turned back were less than 35 years of age (indeed, 54 per cent were between 12 and 24 years of age), and that 80 per cent had at least completed primary education.

819. Two-thirds of the women turned back by the border patrol are from the traditional and northern migration regions, although one should not forget that 15 per cent live in border communities, which is a percentage similar to that found among migrants from the central and south-south-east regions. The women are generally from urban communities, and only 30 per cent were employed 30 days before travelling to the border and 60 per cent were economically inactive.

820. The great majority (63 per cent) of women turned back by the frontier patrol are single, and only 20 per cent say they are heads of household. Three-quarters of them say they were going to the United States to find work. Two-thirds were accompanied during their failed attempt to cross into the United States, and 18 per cent had children with them. Almost three-quarters of the women turned back intended to cross the border without paying for the "assistance" of those who traffic in persons, and 80 per cent had no previous experience of migrating abroad to look for work. The number of women turned back at a point other than the one at which they crossed the border is increasing (from nine per cent between 1993 and 1997 to 17 per cent between 1998 and 2000). It is likely that this is among the strategies employed by the border patrol to dissuade people from attempting to cross the border.

821. Doubtless in order to become familiar with the region, women stay on the border for four days, on average, before attempting to cross, with 45 per cent of women spending the nights in hotels, 15 per cent in friends' houses, and 15 per cent in bus stations or on the street. Around 80 per cent of the women were apprehended either while crossing the border line or in the area immediately adjacent to the line. Most women try to cross twice more, and if they are still not successful in entering the United States, they generally

//.....

return to their places of origin (only 22 per cent of those who give up say they intend to stay on the border).

Table 3

Percentage distribution of temporary migrants turned back by the border patrol, according to various characteristics, by gender, 1998-2001[1]

Characteristic	Total	Men	Women
Annual average	639 459	526 757	112 702
Total	100.0	82.4	17.6
Age group	100.0	100.0	100.0
12-24	45.5	48.7	53.7
25-34	36.0	36.6	33.4
35-44	14.7	15.4	11.0
45 or over	3.8	4.2	2.0
Average age (years)	27.1	27.4	25.5
Literacy level	100.1	100.0	100.0
Literate	94.2	94.0	95.0
Illiterate	5.9	6.0	5.0
Education level	100.0	100.0	100.0
No schooling	6.0	6.4	4.2
Primary incomplete	19.4	20.3	15.4
Primary complete	27.3	27.5	26.6
Secondary or higher	47.2	45.8	53.9
Average schooling (grades passed)	6.8	6.6	7.2
Marital status	100.0	100.0	100.0
Married	48.7	51.2	37.0
Single	51.3	48.8	63.0
Household status	100.0	100.0	100.0
Head of household	50.3	56.6	20.8
Not head of household	49.7	43.4	79.2
Employment status in home region	100.0	100.0	100.0
Employed	59.0	65.1	30.4
Unemployed	17.4	19.2	9.3
Inactive	23.6	15.7	60.3
Type of home community[2]	100.0	100.0	100.0
Urban	62.4	61.7	65.6
Non-urban	37.6	38.3	34.4
Type of home municipality[3]	100.0	100.0	100.0
Border	10.5	9.6	14.6
Non-border	89.5	90.4	85.4
Home region[4]	100.0	100.0	100.0
Traditional	37.0	37.6	34.0
North	25.7	24.4	31.6
Central	18.1	18.3	17.1
South-south-east	19.2	19.6	17.2
Reason for crossing	100.0	100.0	100.0
To work or to seek work	90.9	94.2	75.4
Other[5]	9.1	5.8	24.6
Indigenous language speaker[6]	100.0	100.0	100.0
Speaker	6.2	6.3	6.1
Not speaker	93.8	93.7	93.9
Whether accompanied when entering US	100.0	100.0	100.0
Accompanied	57.0	54.7	67.8
Unaccompanied	43.0	45.3	32.2
Whether with family members	100.0	100.0	100.0
With family members	34.7	27.8	60.6
Without family members	65.3	72.2	39.4
Whether with minors under 12	100.0	100.0	100.0
With minors	10.5	8.4	18.2
Without minors	89.5	91.6	81.8
Whether receiving paid "assistance" to cross	100.0	100.0	100.0
Receiving "assistance"	18.3	16.6	26.3
Not receiving "assistance"	81.7	83.4	73.7
Previous experience as migrants[7]	100.0	100.0	100.0
Experience	37.9	41.7	19.7
No experience	62.1	58.3	80.3

/...

Table 3 (continued)

Percentage distribution of temporary migrants turned back by the border patrol, according to various characteristics, by gender, 1998-2001[1]

Characteristic	Total	Men	Women	Characteristic	Total	Men	Women
Number of attempts to cross	100.0	100.0	100.0	If deciding not to try again*	100.0	100.0	100.0
One	17.5	16.4	23.0	Will return home	80.2	80.7	78.5
Two	49.8	49.0	53.6	Will remain on border	19.8	19.3	21.5
Three	16.6	17.1	14.1				
Four or more	16.0	17.5	9.3				
Place where stopped by border patrol	100.0	100.0	100.0	Place where spent night before crossing*	100.0	100.0	100.0
Crossing the line	40.5	40.4	40.7	Did not spend the night	12.9	11.7	18.9
Street or highway	48.7	48.9	47.4	Hotel	37.9	36.5	44.9
Other	10.8	10.6	11.8	Relative or friend's home	13.0	12.6	15.2
				Transport station or on street	26.4	28.5	15.7
				On the line or on bridge	6.8	7.6	2.5
				Other	3.1	3.1	2.9
Whether will try to cross again	100.0	100.0	100.0	Location of crossing and return*	100.0	100.0	100.0
Will try again	71.5	74.0	59.6	Same	77.5	76.5	82.6
Will not try again	28.5	26.0	40.4	Different	22.5	23.5	17.4
				Average stay in border town before crossing (days)*	3.7	3.7	3.8

Source: CONAPO estimates, based on STyPS, CONAPO, National Migration Institute (INM) and College of the Northern Frontier (COLEF), Survey on Migration across Mexico"s Northern Border (EMIF), 1998-1999 and 1999-2000.

* This data refers only to residents of non-border municipalities.

[1] Includes Phase IV, which was conducted between 11 July 1998 and 10 July 1999; and Phase V, conducted between 11 July 1999 and 10 April 2000.

[2] Urban communities are those with 15,000 inhabitants or more, according to the 1990 census.

[3] Border municipalities are those lying adjacent to the United States.

[4] The traditional region includes: Aguascalientes, Colima, Durango, Guanajuato, Jalisco, Michoacán, Nayarit, San Luis Potosí, and Zacatecas; the northern region includes: Baja California, Baja California Sur, Coahuila, Chihuahua, Nuevo León, Sinaloa, Sonora, and Tamaulipas; the central region includes: Federal District, Hidalgo, Mexico, Morelos, Puebla, Querétaro, and Tlaxcala; and the south-south-east includes: Campeche, Chiapas, Guerrero, Oaxaca, Quintana Roo, Tabasco, Veracruz, and Yucatán.

[5] Includes: joining relatives or friends, taking a trip or shopping, or other.

[6] This characteristic included from fourth survey onward.

[7] Those with previous experience with migration are those who have crossed at least once to the United States to work or to look for work. Those without experience are those that have never crossed the border to work or to look for work there.

/...

822. As may be seen, the women turned back are among the most vulnerable groups of people migrating to the United States. Most are young, single women, who have completed their basic education, come from the traditional and north migration regions, travel together with relatives and friends, and intend to work in the US. They undertake unauthorized crossings accompanied by others, they do not use the "assistance" of those who traffic in persons, and attempt to cross the border up to two times. If they do not succeed in entering the US, they return to their place of origin.

Mexican women living in the United States

823. It is estimated that there were approximately eight million Mexicans living in the United States in 1999, 3.6 million of whom were women. As illustrated in Table 4, the age profile of the Mexican population in the US is in the intermediate range, so that most of the population is of productive age. This is mainly because people generally migrate when they are young, and around half of Mexicans living in the United States have migrated since 1985. However, only 25 per cent of Mexican women living in the US have acquired US nationality (although this is in fact slightly higher than the proportion of men who have done so (21 per cent).

Table 4

Mexican-born population living in the United States, by various characteristics, 1999

Selected characteristics	Total	Men	Women
Total	100.0	54.4	45.6
Age groups	100.0	100.0	100.0
0-14	8.0	8.1	7.9
15-64	86.7	87.5	85.8
65 or over	5.3	4.5	6.2
Marital status	100.0	100.0	100.0
Married	62.1	61.6	62.7
Single	37.9	38.4	37.3
Education level of population aged 15 or more	100.0	100.0	100.0
Up to fourth grade	13.9	13.8	14.1
Fifth to eighth grade	30.0	30.0	29.9
Ninth to eleventh grade	19.1	19.0	19.2
Twelfth grade or higher	37.0	37.2	36.7
Size of family	100.0	100.0	100.0
1-3 members	29.8	29.6	30.0
4-6 members	56.9	57.4	56.3
7 or more	13.3	13.0	13.6
Year of entry into US	100.0	100.0	100.0
Before 1975	19.9	18.4	21.7
1975-1985	28.1	28.7	27.4
1986-1993	31.6	30.6	32.8
1994-1999	20.4	22.3	18.1
Citizenship	100.0	100.0	100.0
US citizen	22.7	21.2	24.5
Non-US citizen	77.3	78.8	75.5
Movement over past year	100.0	100.0	100.0
Did not migrate	92.0	90.3	94.2
Internal migrant[1]	4.2	4.6	3.6
International migrant[2]	3.8	5.1	2.2
Poverty status	100.0	100.0	100.0
Poor	28.3	25.8	31.3
Not poor	71.7	74.2	68.7

Source: CONAPO estimates, based on Bureau of Census, Current Population Survey (CPS), March 1999.

[1] Refers to those living in a county different from present in the year prior to interview.

[2] Refers to those living in Mexico in the year prior to interview.

824. As Table 4 shows, the large majority of these women are young and married. In marked contrast to temporary workers, 46 per cent of those living in the United States are educated beyond the secondary level (indeed, one-third have completed at least 12 school grades).

825. More than half the households of Mexican women living in the United States have an average of between four and six members, but note also that 30 per cent have a maximum of three members.

Table 5

Percentage distribution of Mexican-born women living in the United States, by year of entry, according to present residency status, 1999

	Present residency status					
Year of entry into US	Total	California	Texas	Illionis	New Mexico and Arizona	Other
Total	100.0	100.0	100.0	100.0	100.0	100.0
Before 1975	21.7	23.1	27.6	14.1	27.3	8.9
1975-1985	27.4	30.6	29.2	28.3	20.7	18.5
1986-1993	32.8	33.3	27.1	32.7	34.7	38.6
1994-1999	18.1	13.0	16.1	24.9	17.4	34.0
Total	100.0	47.8	22.5	5.4	8.2	16.0
Before 1975	100.0	50.9	28.6	3.5	10.4	6.6
1975-1985	100.0	53.4	23.9	5.6	6.2	10.8
1986-1993	100.0	48.5	18.6	5.4	8.7	18.8
1994-1999	100.0	34.4	20.0	7.5	7.9	30.1

Source: CONAPO estimates, based on Bureau of Census, Current Population Survey (CPS), March 1999.

826. Since 1985, Mexican women have been diversifying their destinations in the United States. As may be seen from Table 5, only 19 per cent of those who live in a state other than California, Texas, Illinois, New Mexico or Arizona arrived in the country between 1975 and 1985, while 39 per cent of those who chose other states arrived between 1985 and 1993, and 34 per cent have arrived since 1994. Indeed, the lower half of Table 6 shows that whereas half of women who entered the country before 1993 settled in California, the proportion of those who did so between 1994 and 1999 fell to 34 per cent, and 30 per cent travelled beyond

/...

the border states with Mexico (excluding Illinois). However, note that, alongside the diversification of destination states, Mexican women do not move much within the United States, or indeed within individual states, since 94 per cent of women did not change their county of residence in 1998.

827. With respect to integration into the United States labour force, note that a little under half of Mexican women living in the United States are part of the economically active population of that country, and that only five per cent of those women were unemployed in 1999. Although Mexican women in the US work an average of 37 hours per week, it should be noted that 28 per cent worked fewer than 35 hours per week, 63 per cent between 35 and 44 hours per week, and 9 per cent more than 45 hours per week. An overwhelming majority (94 per cent) are wage earners (see Table 6).

Table 6

Mexican-born population living in the United States, according to various labour characteristics, by gender, 1999

Labour characteristics	Total	Men	Women
Employment status	100.0	100.0	100.0
Economically active population	67.6	85.3	46.6
Employed	63.0	80.7	42.0
Unemployed	4.6	4.5	4.6
Economically inactive population	32.4	14.7	53.4
Hours worked per week	100.0	100.0	100.0
Fewer than 35 hours	18.2	14.1	27.9
35-44 hours	63.5	63.7	63.2
45 or more hours	18.2	22.3	8.9
Average no. of hours worked per week	39.8	41.2	37.1
Type of worker	100.0	100.0	100.0
Wage earner	94.8	95.2	93.9
Others[1]	5.2	4.8	6.1

Source: CONAPO estimates, based on Bureau of Census, Current Population Survey (CPS), March 1999.

[1] Includes those working for own account, without pay, and those working for less than two weeks continuously.

828. Mexican women workers living in the United States earn an average monthly wage of 1,100 dollars. This is not very different from the wage earned by Mexican temporary women workers (1,000 dollars), but it is very different from

the average monthly wage of Mexican men (1,620 dollars). When considering these figures, one must bear in mind the fact that 28 per cent of women work fewer than 34 hours per week, while temporary migrant workers generally work full time and that, in the case of the men who live in the US, only 14 per cent work fewer than 34 hours.

829. If one takes into account the income earned by Mexican workers (men and women) living in the United States, plus the income earned from private business, as well as other payments, one finds that 31 per cent of women belong to households living below the United States' poverty threshold.

General conclusions

830. The migration of women to the United States is a long-standing phenomenon, which has been through significant changes in recent years. With respect to the specific case of temporary migration for the purpose of finding work, one notes an increasingly significant presence of young, single women, whose education level is higher than that of men, and who decide to leave their home towns and move to border towns with the express purpose of crossing over into the United States, either to work or to seek work. Women differ from men in a number of ways, notably their places of origin and their destination states in the United States, the nature of their place of origin, and the proportion among them in possession of documents authorizing them to enter or work in the United States.

831. There are around 3.6 million Mexican women living in the United States. It is estimated that approximately 86 per cent of them are between 15 and 64 years of age. Half of the women arrived in the US after 1985, and one in four holds US citizenship. Their level of education is considerably higher than that obtained in Mexico by women temporary workers, to the extent that more than half have been educated beyond secondary level. Most are married and belong to households of between four and six members. Their participation in active life is high (47 per cent), they work an average of 37 hours per week as wage earners, and earn an average monthly wage of 1,100 dollars, at current rates.
